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The League's Business

48th National Conference Cancelled in Favor of Curtailed Meeting

In view of repeated requests from Washington that conferences and conventions which are not "definitely needed in furthering our war effort" be cancelled it has been decided that the National Municipal League, for the first time in its history, will hold no full-fledged national conference this year.

Instead there will be a meeting of the League Council, with the probable addition of meetings of two or more of the League's committees which are actively coping with war-connected and postwar problems.

It is tentatively planned to hold this meeting, of one day's duration instead of the usual three, in New York City. While there will be no attempt to encourage a large attendance, it is planned to have some sessions which will be open to all League members and others who find it convenient to attend. The League's Executive Committee will set the date later and make it coincide, if possible, with a time when President John G. Winant is in the United States on one of his infrequent leaves from his post as Ambassador in London.

The decision to curtail the scope of the Forty-eighth Annual National Conference on Government was reached after all members of the League's Council had been polled. Only two members advised discontinuing the conference for the duration of the war. Three favored holding the conference as usual on the grounds that the League's objectives and its history of accomplishment made the holding of the conference justifiable.

"The answer seems to me to be in the question, 'What are we fighting for?'", wrote Francis V. Keesling of San Francisco. "Nothing that may result beneficially to government should be neglected."

Urging that the conference be held if at all possible, Rev. Edward Dowling of St. Louis wrote, "The League is the best builder of civilian morale, confidence in government, and resulting vertical unity that exists. The lack of it in India is costly."

Mark Matthews, of Washington, former national president of the United States Junior Chamber of Commerce, felt that "the conference should be held, because an intelligent interest in governmental problems is needed during wartimes even more than at any other time."

The decision of the majority of the Council members to curtail the 1942 conference was made on the grounds that, while setting an example of compliance with the government's request, the League would still be able to make important contributions to the solution of war and postwar problems through the work of its committees, the NATIONAL MUNICIPAL REVIEW and other publications, and staff assistance to local and state civic organizations and public officials.

REVIEW'S State Correspondent for Colorado Dies

It is with great regret that the REVIEW announces the death on July 19 of Dr. Don C. Sowers, state correspondent for Colorado and a member of the Advisory Council of the Proportional Representation League. Dr. Sowers was secretary-treasurer of the Colorado Municipal League, for whose reorganization in 1923 he was largely responsible. He was also professor of finance at the University of Colorado and director of the University's Bureau of Business and Government Research, Extension Division.

National Municipal Review

Editorial Comment

Make America Strong

EVERYWHERE today intelligent people are asking themselves, "What can I as an individual do to help preserve democracy?" In a world where events move with breath-taking speed and where issues have become involved and complex, the individual frequently feels helpless.

Probably the greatest sense of release comes to those who go into the armed forces. Many others go into one of the civilian defense services which, if needed, will be desperately needed and which, whether finally used or not, provide opportunity for unselfish service clearly beneficial not only to the community but especially to the participating individual.

Both of these combined, however, make use of a comparatively limited portion of the people. The great bulk of the population still feels oppressed by a sense of powerful forces at work over which no ordinary citizen can have much influence.

Contemplating the national government, the average person feels overwhelmed by the vast sums handled daily and the prodigious proportions of the whole governmental process. Public opinion polls indicate pretty clearly that what is popularly desired from Washington just now are commands, strong action, and bold leadership. There is impatience with rumors and trial balloons designed to test popular sentiment.

Still the average person yearns to make some tangible direct contribution. He is told and he believes that only by making American democracy strong can he be sure it will withstand the impact of the hostile forces and ideas which aim to destroy it.

"Make American democracy strong" is a good slogan whose weakness as well as virtue lies in the fact that it means all things to all people.

One thing it should very clearly mean is that our system, to be strong, must be strong at its roots—the thousands of communities which make up the nation. How make them "strong"? When everything has been said about efficiency, economy, honesty, merit systems, sound administrative and financial procedure, and the other integral parts of good government, it all comes back to the need for active, intelligent participation on the part of all the people.

To adapt the Biblical adjuration, "Seek ye first the kingdom of God . . . and all these things shall be added unto you," it is demonstrable that in general those communities in which there is the greatest civic interest and activity emerge with effective, satisfactory governments.

The soundness of local government is vital now, as always, not only because it is closest to the people in the services it performs and because, collectively, it makes up the whole, but also because it is the breeding ground of political organizations which control the nation—a nation which looms constantly larger in the world scene.

After we have done everything pos-

sible to support the successful prosecution of the war, the advice of Ambassador John G. Winant will remain significant: "It will not help win the war for local civic leaders and local civic organizations to curtail their efforts at this time. Continued support of civic progress is a protection for the present and a sound investment in the future."

Consolidation Through Cooperation

ONE of the most difficult problems encountered in efforts to eliminate waste and inefficiency in the conduct of local affairs is the stubborn and sustained resistance to the idea of consolidation or even of cooperative effort.

It has been widely recognized for many years that pitifully few of our 175,000 units of government which have separate taxing and spending powers have resources large enough to permit them to organize in such a way and to hire sufficiently capable employees as to enable them to render services most efficiently.

Shall we combine several counties which between them have a smaller population than is found in one city neighborhood? Shall we consolidate the overlapping governments of a city and a county whose populations are virtually identical? Shall we even do such an obviously desirable thing as including buying for the schools in a city's centralized purchasing system?

The answers to these questions have almost invariably been "No," and it is especially disturbing to have to note that there is seldom even a pretense of basing the decision on a high resolve to preserve local self-government.

Against this background of years of discouraging failure it is therefore heartening to contemplate the successful experience of more than one hundred units of local government in using a coöperative service organization to handle billing for electric service.[1]

There have been other examples of regional, intercommunity, and city-county coöperation but most of them have been comparatively limited in scope. This piece of effective pioneering, while applied definitely to a local service, extends into five states. It has the great advantages, first, of dealing with a service which springs from a common source, and, second, of being in on the ground floor of a new venture which was completely unhampered by outdated boundaries and petty traditions.

Despite these rare conditions which saved it from the usual blight of local prides, prejudices, and political prerogatives, this experiment has succeeded so well it is likely to set a pattern which will bring about similar actions needed so desperately elsewhere. It demonstrates that local governments need not be destroyed, county seats need not be abandoned, and local traditions need not be violated in the process of bringing to rural America the sound efficiencies of large scale operation available to densely populated urban areas.

[1]See "Coöperation Pays Dividends" in this issue, p. 431.

Short Rations for Local Government

Everything points to curtailment of expenditures for the operation and maintenance of our municipalities.

By THOMAS H. REED
Municipal Consultant

WE HAVE been consuming about $7,000,000,000 worth of local government a year. We are going to have to consume much less, measured in service if not in dollars. It is too much to expect that business as usual should prevail at the city hall when all other peacetime activities are being curtailed. The downward course of the standard of living cannot but affect communal as well as individual spending.

This will not come about through federal rationing of local government. The OPA will not put a ceiling on real estate taxes. Inexorable forces, however, will compel curtailment. Some of these forces have long been in operation. For some years now financial demands on local government have been increasing faster than strictly local sources of revenue. From 1930 to 1939, for example, the cost of operation and maintenance in cities of 100,000 or more increased 26.36 per cent while local tax collections increased only .75 per cent and the assessed valuations on which they were based decreased 20.11 per cent.[1]

Though comprehensive statistics are lacking, no well informed observer doubts that this tendency has been much accentuated by the war. A general rise in commodity prices has affected municipal purchases. This rise has not been limited to the 15 per cent increase in the cost of living so much talked of, but is better indicated by the combined index of wholesale commodity prices which rose from 80 (based on 1926) in December 1940 to 98.8 in April 1942.[2] This is an increase of 24.5 per cent.

The upward movement of the cost of living has brought with it widespread increases in local government salaries. Wage increases for New York City transit workers alone aggregated $6,500,000 in this year's budget. At the same time needs of civilian defense have created a new category of now unavoidable expense. Civilian defense expenditures are already considerable, and if destructive raids occur they will rise to critical importance. In those localities to which defense industries or military establishments have brought considerable increases in population, expenditures for ordinary local works and services have expanded enormously. Relief expenditures have shrunk but not often proportionately to the increases necessitated by war conditions in other fields.

[1]Thomas H. Reed, *Federal-State-Local Fiscal Relations,* Municipal Finance Officers Association, Chicago, 1942, p. 19.

[2]U. S. Department of Commerce, *Survey of Current Business,* February 1942, p. S3, and June 1942, p. S3.

On the other side of the ledger, revenues from local sources, which in the early days of defense recovery showed a general upward trend, are now pointed sharply downward, except in the more active defense centers. "Priorities depression" from small beginnings in 1941 has spread to thousands of enterprises. The effects of the order, stopping as of June 13 use of iron and steel in the making of 400 commodities by 40,000 manufacturers, are just beginning to be felt. There is little prospect that these small manufacturers will ever be absorbed in the war effort. Their collapse has depleted and will deplete still more the revenues of thousands of cities, towns, and villages, like mighty New York and tiny Torrington, Wyoming, in which war orders have not offset the universal slackening of production for civilian needs. In the defense centers themselves expanded demand for works and services is, in general, outrunning the expansion of local sources of revenue.

Grants-in-Aid Will Decline

Down to 1941 the increasing dislocation between local financial requirements and local revenues was made up by larger and larger grants from state and national governments. From 1930 to 1939 grants increased 273.74 per cent for cities of 100,000 or more.[3] In 1941 they amounted to 24.3 per cent of all local government revenues.[4]

Any municipality, however, which is relying on further increases of federal and state aid is in for a severe shock. State revenues, which are much more responsive to business conditions than local revenues, showed substantial surpluses in 1941 but are now on the toboggan. On the average the states derive 40 per cent of their tax income from gasoline taxes and automobile licenses. Everyone knows what is happening to these sources of revenue. Another 15 per cent comes from sales taxes. Restrictions on the use of critical materials in the manufacture of hundreds of commodities is removing them from the market. At the same time payment of federal taxes and purchase of war bonds are rapidly reducing the portion of private incomes available for the purchase of consumers' goods. Receipts from income, tobacco, and liquor taxes will not be high enough to balance the loss in other sources of revenue. For the "duration" local governments must reconcile themselves to less state aid.

From Uncle Sam local governments are already receiving special forms of war aid but in amount far less than the war has augmented their expenses. The $300,000,000 appropriated for "defense public works" by no means covers the aggregate spent by municipalities on capital improvements necessitated by war activities. Only to a minor degree has the federal government assumed current operating costs. The $100,000,000 appropriated for civilian defense will do little more than provide part of the fire-fighting equipment and tin hats for air raid wardens. The major part of continuing civilian defense costs must be borne locally.

The payments which the federal

[3] Reed, *Op. Cit.*, p. 19.
[4] U. S. Bureau of the Census, *Federal and State Aid*, 1942.

government makes in lieu of taxes on its properties are invariably below the cost of servicing them. It has recently raised the lieu-payments on defense housing projects to the equivalent of local taxes on similar properties in private ownership. This is an act of simple justice but it does not prevent cities from sinking deeper in the financial mire for every unit of defense housing constructed, since the full local taxes on private homes of similar value are never sufficient to compensate for the services rendered to their occupants.

By exempting from local personal property taxes the costly machinery of plants whose construction has been financed by subsidiaries of the RFC but which are operated for profit by private enterprise, the federal government has put another obstacle in the way of local revenues ever catching up with wartime expenditures.

Finally, one customary source of federal aid, the WPA, is being rapidly curtailed. This is depriving local governments not only of help with the stubbornly persistent relief problem but of a cheap means of carrying on numerous routine activities.

The United States Conference of Mayors is behind an effort to rectify what, seen from the municipal point of view, is the injustice of the present federal attitude. Through its finance board the conference adopted a series of resolutions which called on the federal government to pay "to municipal governments amounts fairly representative of the cost of services rendered by municipal government to property in the local communities used for war purposes, whether owned or operated by or for the federal government or the government of any allied nation."[5] Wishing the Conference of Mayors success, it is doubtful if any substantial change in federal policy can be brought about in the present crisis.

What Is Solution?

It seems likely, therefore, that the gap between local revenues and local requirements will rapidly widen in the years of conflict and that municipalities will be left pretty much to themselves in finding solutions for their problems. Inexorable financial pressure will force curtailment of expenditures. The alternative of raising local taxes is as economically indefensible as it is politically impossible in the face of prodigiously increased federal taxes. To divert a larger portion of the income of the American people to paying the operating expenses of local government, if otherwise feasible, is not the way to make the largest possible portion of the national income available for winning the war. Nor would it have any effect in preventing inflation because by far the greater part of the money so diverted would return to circulation immediately in the form of salaries, wages, and prices paid for commodities and services.

There is another alternative to curtailing expenses—borrowing. It is equally objectionable economically and is a more insidious danger than tax increase because it often wears the cloak of political expediency. It may take one of three forms. The first, just accumulating a deficit, is so disreputable a procedure as to call for no counter-argument. The second,

[5] *New York Times,* July 10, 1942, p. 25.

formal borrowing on long- or medium-term bonds to pay current charges, is somewhat less disreputable but equally disastrous. Happily it is forbidden by the laws of many states. The third is the most dangerous because it carries no special moral stigma and little immediate damage to credit—the refunding of outstanding bond issues as they fall due. Any one who follows financial news knows that there is not a little of it going on. It should be strictly avoided except in cases of great emergency such as arise from collapse of revenues and other unpredictable circumstances, or, sometimes, badly arranged maturities.

Borrowing to pay current expenses promotes inflation for it creates new spending power. The President was right in including in his seven-point program to defeat inflation the payment of debts. This applies especially to municipal debts, for the holders of municipal bonds when paid usually reinvest what they receive. Paying local government debts, therefore, makes available large sums for investment in war bonds. A local refunding issue, on the other hand, competes with the Treasury's offerings.

There is a further purely local reason for not borrowing to pay running expenses now—the inevitable piling up of local capital projects during the war. Priorities and the obviously inflationary character of bond issues for public works have combined to put a stop to local public improvements except when necessitated by the war effort. The effect on current expenditures has been small. On the other hand, the accumulation of things to be done, together with the obvious intention of the national government to promote local public works as a means of cushioning postwar unemployment, makes it highly probable that after the war most cities will need every ounce of credit they can muster. Failure to reduce debts and to put their financial houses in order now may seriously cripple local governments in the postwar period. No matter what comes municipalities with low debt ratios and high credit rating will be better off than those which have squandered their resources in a time of relative plenty.

Cities Must Economize

Everything, therefore, points to a curtailment of expenditures for the operation and maintenance of local government. This calls for the exercise of a great deal of judgment in determining how and where to economize. The future of local self-government and even of democracy itself may depend on the choice that is made of the means and objects of economy.

This situation offers a unique challenge to civic intelligence. Never before in this generation, except briefly at the very depth of the depression in 1932 and 1933, have we faced the prospect of general and indiscriminate reductions in local government services. That experience demonstrated the real dangers involved in the hasty pruning of local budgets by panic-stricken local authorities.

If such dangers are to be avoided, therefore, the public will have to take local civic spirit out of the moth balls in which it has been tucked away for the duration. We cannot depend on the unaided discretion of the common

run of city councils and county boards to do a scientific job of budget pruning. They will need help—the help of disinterested citizen leadership without axes to grind. They will have to be protected from the special pleading of both employee and outside pressure groups. It is obvious that the question of cutting teachers' salaries or abolishing teachers' jobs cannot be left to the teachers to decide or the reduction of park appropriations to a park commissioner. They see only one side of the case. In a free-for-all between the beneficiaries of appropriations over the remains of curtailed revenues, survival would be not to the fittest but to the strongest organizations and sharpest tongues. To get good results there must be arbitration by an enlightened public opinion.

How Cut Expenses?

There are two ways of reducing municipal operating expenses. The first is by improving administrative machinery; the second is by curtailment or elimination of activities or services. The first is much the best method if it will suffice. There are few things which local governments now do for the public which it is not desirable they should do. The principal services, such as police, fire, and health protection, water supply, sewers, waste collection and disposal, recreation, education, and charities, are essential to the welfare and efficiency of the community. Wartime is no time to allow these services to deteriorate.

The first step, therefore, is to see how much good management can reduce the cost of rendering these services. This is not a layman's job. It cannot be accomplished by the application of ready-made formulae alone —even by the adoption of such well tried municipal health builders as the council-manager plan or proportional representation. They are like vitamins to the human system, but they do not themselves produce economies. They only create a situation favorable to their development. Economies in administration sometimes cannot be brought about by simple self-examination by local administrators themselves. One's own faults are hard to see. Getting undiminished results for less money often can be more readily accomplished by a survey by outside experts. The facts determined by such a survey should be submitted first to the local officials to give them the chance to solve their problem and get credit for it. The present need is not to drive one set of men out of office and put another in, but to put in effect methods and practices which will cut the cost of government. Only when public officials are obdurate to suggestion should their failure to adopt better methods be brought to the attention of the press and public.

In most cases this method can be counted on to accomplish substantial economies. There is a body of administrative principles, tried, tested, and generally applicable, but which civic lethargy has allowed most communities to do without. Some of the best known principles, such as the executive budget, merit appointments, and centralized purchasing, have been widely adopted in name only, to be perverted by politicians to their own ends. There is more than sufficient

scope for reducing expenditures by administrative improvements to justify every effort to that end. War necessity, moreover, supplies an opportunity to bring to pass modernizations which have been lagging woefully in the smug times of peace.

If, however, administrative economies do not suffice to balance the budget it will be necessary to turn to the curtailment or elimination of services. Here again expert opinion will be valuable—the opinions of specialists in particular fields being carefully set off against those of experts interested in the over-all success of local government. Allowance must be made, however, this being a democracy, for what the people want their local government to do for them. The whole range of activities of each local government should be graded realistically and the least valuable should be curtailed or eliminated in sufficient number to bring about the desired balance between revenue and expenditure. To stimulate and supervise such a task the best device is a citizens' council, founded on the lines of the Citizens' Councils for Constructive Economy promoted by the National Municipal League in 1932, in which all organized groups—social, civic, and economic—are represented.

What Not to Do

Finance directors, mayors, managers, and council finance committees, driven unwillingly to the amputation of activities or services, are prone to apply the knife first to appropriations for the maintenance of streets, buildings, and other structures. These inanimate objects seem incapable of reprisals, though in the long run they strike back terrifically. At any rate they have no vote in next fall's election. This is, of course, bad economy. They proceed next, as a rule, to the activities last created, the new things, the "frills." If the juvenile court has just got a psychologist it is likely to lose him. The new-fangled crime prevention bureau of the police department will go by the board in favor of the old "get your man" type of police work. Yet these may be in truth among the most valuable of all local activities.

On the other hand, such devices as putting the fiction supply service of the public library or the garbage collection service of the department of sanitation on a fee basis may be rejected out of hand because of their novelty. Where custom decrees that ashes are to be collected from the cellar at about double the expense of the usual collection from the sidewalk there is certainly reason for re-examination of whether the public really wants that kind of service badly enough to pay for it. The re-examination, however, is likely to be perfunctory unless there is a citizen group earnestly behind it.

The end of a long article is not the place to suggest just what service changes should take place first in a financial crisis. In fact, no pattern could be laid down that would fit all communities. Every local unit must settle these questions for itself with what expert assistance it can get. What is essential is that the re-examination be open-minded and genuine.

On the other hand, bad as indis-

(Continued on Page 447)

Cooperation Pays Dividends

Action of over a hundred local government units in establishing a cooperative service is an encouraging development worthy of consideration by other local officials.

By M. H. SATTERFIELD
Tennessee Valley Authority

WHILE many public administrators and students of government have long recognized the advantages of coöperative governmental action, the prevailing attitude of local governments in the United States has been, until comparatively recent years, one of complete self-sufficiency. Local governments, for the most part, have performed their functions independently of each other.[1] The results of such practices are obvious. Services are duplicated at great expense, are inefficiently rendered, or, as is often the case in the poorer units of government, the public is denied essential services.

Fortunately, isolationism appears to be weakening its hold on local government. During the past decade many new relationships have been established between various levels of government. Not only have federal-municipal relations undergone drastic change and expansion since 1932, there have also been important changes in relationships within the units of local government. "Local officials have sought more efficient and economical administration of governmental services through voluntary coöperation or mutual agreement among themselves."[2] While most agreements for coöperative action involve only a few units of local government located in one state, in some instances such agreements extend beyond state boundaries.[3]

One of the most interesting examples of interstate coöperative governmental action is furnished in the organization of a service coöperative by the public agencies distributing power supplied by the Tennessee Valley Authority.

Soon after TVA power became available in 1934 several rural coöperatives, organized as non-profit corporations under the laws of Missis-

[1]As late as 1938 one writer observed that in the field of purchasing "the rule in this country is that each government, be it a town, a city, a county, a state, or the federal government, purchases without regard for the buying of the other governments." Charlton F. Chute, "Cooperative Governmental Purchasing in the Irish Free State," NATIONAL MUNICIPAL REVIEW, May 1938. On the subject of coöperative purchasing, see Chute, "Cooperative Purchasing in the United States and Canada," NATIONAL MUNICIPAL REVIEW, October 1938; Stuart A. McCorkle, "State-Municipal Coöperation in Purchasing," NATIONAL MUNICIPAL REVIEW, September 1938.

[2]William Seal Carpenter, *Problems in Service Levels,* Princeton University Press, Princeton, 1940, p. 39.

[3]For an extensive treatment of intergovernmental coöperation in California, see Frank M. Stewart and Ronald M. Ketcham, "Intergovernmental Contracts in California," *Public Administration Review,* Spring 1941, pp. 242-248; see also articles by Emil F. Jarz in current issues of *Public Management;* M. H. Satterfield and Hugh W. Urban, *Municipal Government and Administration in Mississippi,* Mississippi State Planning Commission, 1940, pp. 43-61; Carpenter, *op. cit.,* Ch. 2.

sippi, were set up for the purpose of acquiring and operating electric distribution systems. At the beginning, because their operations were too small to justify separation of the accounting, billing, and collection functions, the Authority performed billing services for them on a cost basis. As the operation of the coöperatives expanded, however, and as additional coöperatives and municipalities contracted for TVA power, this service was discontinued.

For most of the municipalities and coöperatives distributing TVA power, billing was not of sufficient volume to justify purchase of machine and other modernized equipment. This meant, therefore, that they either had to return to cumbersome hand-billing methods or work out some method of coöperation. The latter course was followed, and in April 1937 a service coöperative was established.

Central Service Association is incorporated under the laws of Mississippi for a period of fifty years. It is owned, managed, and operated by the cities and coöperatives that contract for services. The association is authorized to issue common stock at one dollar per share. Each city and coöperative contracting for services agrees to hold one share of stock for each five hundred accounts. The only value of this stock is for vote control, and stock must be returned to the association when services are discontinued. On April 30, 1942, 472 shares of stock were outstanding.

Government of the association is vested in a board of directors of eleven members. Board members are chosen by the stockholders, each stockholder being entitled to one vote for each share of stock held. Six members are elected at large for three-year overlapping terms; the remaining five are elected annually, one from each of the regions into which the operating area is divided. Board members serve without pay but receive traveling expenses for attending meetings and conducting other association business. The board elects a president, a vice-president, and a secretary-treasurer annually, who are responsible for actual management.[4]

According to its charter of incorporation, the purpose of Central Service Association is "to promote, encourage, and aid in the fullest possible development and success" of coöperatives, cities, counties, and other public bodies engaged in the distribution and sale of electric energy by rendering to such agencies central services and furnishing them with certain necessary commodities and facilities.

Service at Cost

Central Service Association is a non-profit organization and its services are furnished members "at the lowest possible cost consistent with sound economy and without profit." Excess collections are returned to members through a reduction of rates or an increase in services. The by-laws of the association provide that its gross receipts be devoted to the

[4]Mr. L. H. Allen serves as president and general manager, and Miss Mabel Jensen as operating manager and secretary-treasurer. Mr. Allen was instrumental in organizing the association, and the billing operations have been under the direction of Miss Jensen since its formation.

following purposes in the order named:

1. Operating expenses and payment of interest and principal currently due upon obligations of the corporation;
2. The setting up of such reserves for depreciation, repairs, maintenance, expansion, contingencies, and working capital as may be reasonably prescribed by the board;
3. The anticipation of the obligations of the corporation not then due;
4. The reduction of rates and charges for services.

While the association establishes standard charges for services on the nearest basis to actual cost,[5] its operating collections each year have provided an excess which is set aside as a refund to members. By March 31, 1942, the association had accumulated a reserve of approximately $42,000 to be refunded. This amount does not include excess collections for the years 1937 and 1938, which have been refunded.[6]

Growth of Services

The principal activities of Central Service Association relate to centralized billing and other services closely associated with the distribution of electricity. Each month the cities and coöperatives send their meter-reading books to the association's office for servicing. The association works all meter orders, makes a record of new customers, as well as of those who have discontinued service since the last billing period, and prepares the bills and customer ledger sheets. In addition, it accumulates statistics for a monthly statistical report and prepares supporting data for the revenue journal entries.

Many of the municipalities belonging to the association that own and operate water systems also have their water bills prepared by it. The general practice is to provide separate billing service for water systems, although in a few instances the association provides combined electric and water billing. Twenty-two of the municipalities, including TVA's town of Norris, contract for centralized water billing.

The growth in services furnished by the association has been phenomenal. In 1937 it furnished services to one municipality and three coöperatives, representing fewer than 5,000 customers. By March 1942, it was providing services for sixty-two municipalities, thirty-nine coöperatives,[7] and three counties.[8] The Ten-

[5]Charges for electric billing, for example, are made at the rate of four cents per bill for the first 1,000 bills each month; the rate then decreases one mill for each block of 1,000 bills to a minimum of 3.6 cents per bill for all over 4,000.

[6]The association began operations in 1937, with a loan of $4,000. By March 31, 1942, the Association owned equipment and fixtures valued at more than $65,000; its mortgaged debt on that date was less than $9,000.

[7]Several of the municipalities and cooperatives serve more than one unit of government. The Gibson County Electric Membership Corporation, for example, serves consumers located in fifteen incorporated towns and eight counties. See, *Central Service Association News Letter*, April 16, 1942.

[8]Legislation authorizing counties to establish and operate electric distribution systems has been passed in the states of Alabama, Mississippi, and Tennessee. Only three counties, all in Tennessee, have

nessee Valley Authority, although not a member, has contracted with the association for centralized services for the distribution areas in which the authority has direct operations. On March 31, 1942, the total number of monthly electric and water bills prepared for participating municipalities and coöperatives approximated 272,000.

Excluding the four metropolitan areas (Chattanooga, Knoxville, Nashville, and Memphis, Tennessee), each of which performs its own billing for the 40,000 or more customers it serves, the units receiving centralized billing and related services from the association represent over 90 per cent of all the local contractors purchasing electric power from the TVA for retail distribution. They are located in Mississippi, Alabama, Georgia, Tennessee, and Kentucky. In order to provide prompt and adequate services to these members the association has established eight service units at conveniently located places throughout the area of operation.

Services Reduce Costs

Have the centralized services provided been satisfactory? Have they resulted in savings to the municipalities? Is their quality higher than if they were performed by the individual units? A partial answer to these questions is provided by the rapid increase in the number of cities and coöperatives contracting for such services. And in no instance has any contractor failed to renew his contract for services upon expiration.

All the cities and coöperatives of whom inquiry was made expressed the opinion that the services obtained from the association are more efficiently and economically performed than they would be if undertaken by each individual unit. This is the view expressed by the manager of the electric department of one of the largest cities receiving centralized services. He also listed an additional advantage. If the city performed its own billing services, it would be necessary to have an audit made. Centralized billing by the association eliminates this necessity. The city apparently has no intention of performing its own billing services "as long as Central Service Association continues to bill at the present cost and with the present efficiency." Similarly, one of the larger coöperatives receiving the association's services expressed the opinion that it would require three additional employees as well as the purchase of additional equipment if the coöperative performed its own billing and related services. This, of course, it does not plan to do.

The comptroller of the Tennessee Valley Authority, in commenting on the work of Central Service Association, states that it "has been invaluable as an agency for developing satisfactory revenue accounting and controls among the organizations it serves. It has also assisted in standardizing the application of rate schedules, thus facilitating the prompt preparation of accurate statistical data and relieving many of the municipalities and coöperatives of cumbersome hand-billing methods."

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taken advantage of this legislation. See, M. H. Satterfield, "The Growth of County Functions Since 1930," *The Journal of Politics*, February 1941, pp. 76-88.

The success of the association's billing and related services has resulted in requests to render centralized services in other fields. Centralized purchasing, for example, has become an established activity of the association. Office supplies, equipment, office furniture, and accounting and report forms and schedules are furnished to municipalities at cost. The association has established a separate supply office in order to render these services in the most efficient and satisfactory manner, and through standardization it has effected savings for municipalities and coöperatives. Another service, inaugurated at the request of members, is the provision of group life and hospitalization insurance for employees of municipalities and coöperatives.

Services Considered

Other services have been requested by members and are under consideration. One such request is for the formulation and establishment of a retirement system for employees of association members. Considerable attention has been given to this subject, and actuarial services have been employed by the association to prepare and formulate a satisfactory plan of retirement to be made available to members. It has been suggested that such a system might be expanded to include all municipal employees, rather than just those employed in electric departments.

Another interesting proposal under consideration is establishment of a business service to provide cities and coöperatives with joint employees. This service would be particularly helpful to those units whose requirements are such that a separate staff is not warranted.

The association issues a monthly news letter which goes to all members. This news letter not only carries information of interest to member units but also serves as a forum for the discussion of the work of the association and for the consideration of new types of activities.

Conclusion

Central Service Association appears to have pioneered in applying the cooperative principle to the furnishing of certain essential services more economically and efficiently than they could have been provided by each unit of local government acting individually. Services furnished are being continually expanded as the participating cities and coöperatives realize the advantages accruing from such joint action. By making the maximum use of equipment, trained personnel, and office supplies, the association is also making a further contribution at the present time by conserving available man power and equipment.

One of the serious problems confronting many local units of government is how to provide services involving the use of expensive equipment. The action of over one hundred units of local government in establishing a coöperative service organization is an encouraging if not unique development, and is worthy of consideration by other local officials.

Wichita Maps Program to Solve War Problems

By RUSSELL E. McCLURE
City Manager of Wichita

WICHITA, Kansas, which skyrocketed almost overnight to a population of some 160,000—as compared with 115,000 in 1940—finds its city manager government of twenty-five years standing face to face with many new and difficult problems.

To cope with the rapid expansion brought about by construction of huge airplane factories and other war industries, Wichita is now executing a program designed to streamline its government and to familiarize its citizens, new and old, with the many advantages of the manager system.

Opening the program this spring was a "Know Your City" week, held in April in celebration of the twenty-fifth anniversary of council-manager government in Wichita. This activity was arranged and sponsored by the Public Affairs Committee, a group representing every organization in the city.

On the first day, Sunday, April 19, local churches coöperated, with ministers discussing the importance of good local government and its effect on the religious side of community development. During the week a series of radio broadcasts presented city officials who explained the functions of their various departments.

Street signs, bus posters, and screen announcements in motion pic ture theaters called Wichitans' atten tion to the celebration. Climax o the week was an open house held a the city building for two days an evenings, with all municipal em ployees on hand to explain the serv ices of their departments and to ac cept suggestions from the visitors Colorful displays were arranged de picting achievements of all divisions

A Successful Event

Other features of "Know You City" week included: the installatio of Wichita's new mayor, O. F. Sulli van; a luncheon meeting of the com bined memberships of all Wichit civic clubs in honor of the city' twenty-five successful years unde council-manager government; parti cipation by members of the Junio Statesmen's Club who took over th positions of city officials for one day and distribution, by the Publi Affairs Committee through th school system, of 10,000 pamphlet containing an explanation of Wich ita's form of government as well a other highly informative material.

It was agreed that "Know You City" week was most successful an that similar events should be planne for the future. The reasonable cos of the activity was a good invest ment in a public education upo which the future of good municipa government rests.

Second step in the plan to brin Wichita to greater achievemen under the council-manager system i the complete streamlining of the cit administration. This reorganizatio

EDITOR'S NOTE.—These articles continue the series on the manager plan begun in the July issue of the REVIEW. Wichita has completed twenty-five years of manager government; Clovis, Stoughton, and Muskegon Heights, twenty years.

the first major change in twenty-five years, is being effected by the Board of City Commissioners and the city manager.

Following a thorough survey of present working procedures a twelve-point program is being initiated:

1. Coördination of related services in the existing fifteen offices and divisions under five major departments, and designation of present officials to serve in the capacity of departmental directors reporting to the manager.

New Fiscal Program

2. Development of a modern, mechanized fiscal accounting and budgetary control system, conforming to the provisions of the law on uniform accounting and reporting.

3. Development of a uniform mechanized system of timekeeping, payroll and check preparation, and control of salary payments.

4. Coördination and pooling of administrative, accounting, and fiscal services in the Department of Finance.

5. Adoption of plans for reduction in city bonded indebtedness and gradual establishment of a pay-as-you-go system for capital improvements.

6. Extension of the merit system of examinations for entrance and promotion in the civil service, and provision of a uniform classification and pay plan and working conditions to assure like pay for like work.

7. Extension of in-service training and employee relations policies through further coöperation on welfare and efficiency measures and provision for an actuarially sound contributory retirement system.

8. Consolidation of maintenance and repair services for equipment owned by the city.

9. Extension of central purchasing of supplies and materials to all city departments and establishment of a coöperative plan for central purchasing of supplies and materials by all tax-levying agencies in Sedgwick County.

10. Standardization of over 750 city forms with reduction in number of sizes, weights, and grades of paper and with increased use of duplicating services.

11. Simplification and integration of present records and departmental reports and centralization of office machine services for all city departments in connection with addressographing, duplicating, microfilming, photostating, and mailing.

Public Relations Improved

12. Further extension of public relations program through establishment of an information and service bureau, the periodic issue of informational reports on municipal activities and services, the issue of a directory or manual of municipal activities, an annual "open house" for presentation of municipal services to citizens and taxpayers, etc.

This twelve-point proposal has been thoroughly discussed by department heads, the Public Affairs Committee as a representative group of citizens, and the entire employee body, and has been approved by all. While it is recognized that it will take some time to accomplish all of the points, it is expected that most of the streamlining will be completed by the end of 1942.

A part of the design to add to the success of the council-manager system in Wichita is a postwar planning program. The City Planning Commission, with the help of planning consultants, will map out projects needed after the war. New roads, bridges, resurfacing of streets, expansion of sewage disposal facilities —these will be some of the needs of Wichita when the emergency is over. Careful planning will enable Wichita to bridge the gap between war and a return to a normal economy.

Council-manager government i the past twenty-five years has brough a steady growth, a fine record o service, and an honest, stable ad ministration to the city of Wichita It is now adapting itself to light ning-like growth and war industr problems. It molds itself to the need of the times and, with a sound pla for the future, is looking ahead t even greater accomplishments in th years to come.

Clovis Manager Plan Ousts Politics

By JACK HULL, Editor
Clovis News-Journal

THIS little city on the high plains of eastern New Mexico is rounding out its twentieth year under the city manager plan.

During that long period of time, with all the exigencies that period of changes presented, the manager form was not found lacking in any particular.

This writer, who has served in the capacity of alderman under the aldermanic form and as commissioner [councilman] under the city manager plan, believes any comparison between the two forms from the standpoints of real efficiency and of protecting the taxpayers' dollars is decidedly in favor of the manager plan.

The first essential, of course, to the success of the manager plan, is the selection of a manager who is capable of handling the job.

The success of the system here, therefore, can be attributed to the fact that each succeeding City Com mission has made it a particula point to select a manager who i capable of handling the executiv matters which confront him.

The manager is directly respons ble to the City Commission for th proper functioning of every depar ment of the city. He is the offici head of all departments, in an ad visory and directive capacity.

Fortunately, this city's manage have been men who had the happ faculty of giving all departmer heads the full play of their authorit so long as their departments wer functioning properly and meetin public demands. But when a de partment failed to function h stepped in and through his authorit remedied its faults. If the shortcom ings could not be remedied unde the directing head, a new head wa appointed with the approval of th City Commission. There has been n political bickering and very litt political influence has been permitte to enter into the affairs of the city.

The latter phase—the elimination of politics in city affairs—it seems to me, is one of the strongest arguments in favor of the manager form. The manager is not a political appointee hence is not subject to political influences to any extent.

I do not believe there has been a city campaign since the adoption of the city manager form of government where strictly party lines have been drawn in an election. Issues involved in election campaigns have centered around matters of city welfare rather than politics, and this has proved a healthful condition.

I firmly believe that if the issue of abolishing the council-manager form of government were ever to be submitted to the people, the plan would be retained by an overwhelming vote.

Stoughton Unites Town Meeting and Manager

By G. LESTER GAY
Stoughton, Massachusetts

TWO decades of successful experience with the town manager plan have placed Stoughton, Massachusetts, among those New England communities which were first to unite modern ideas of municipal management with the town meeting form of government.

Before adopting town management, Stoughton watched with interest the development of the plan in the neighboring town of Norwood. Its possible merits were planted in many minds. Moreover, the rise and fall in valuations and local taxation occasioned a certain amount of skepticism in Stoughton as to the prevailing methods of town government.

For a number of years Albert A. Mead, a prominent citizen of Stoughton, made a study of town government. As a result he became convinced that there must be a better form than the old system under which the town had operated since its founding. After discussing town management favorably with numerous citizens, Mr. Mead was made chairman of a committee appointed to study the problem.

In 1921 this committee offered a bill before the legislature to establish a town manager form of government in Stoughton. The bill subsequently was enacted, and at a special election on June 11, 1921, the plan was accepted by the town.

The enabling act required the election of five selectmen, five members of a finance commission or finance committee, and five school committeemen—all to serve without pay. These officials together with the moderator of the town meeting were the only elective officers under the new regime.

The first town manager took office on March 1, 1922. Virtually all important departments were brought under the direction of selectmen and the supervision of the town manager, including the Water, Highway, Police, and Fire Departments, as well

as the Board of Health, the Overseers of the Poor, and the Park Department.

Major officers appointed by the selectmen and remaining outside the supervision of the town manager included the town clerk and auditor, treasurer and tax collector, assessors, and Public Library trustees.

All these changes, of course, met opposition from those in office and their families and friends; but "time heals all wounds," and a large majority of the townspeople has been sold on the manager plan.

On taking office the town manager assumed the duties of purchasing agent. Except in emergency nothing can be purchased without an order from him. Here alone, it has been said, the manager earns his salary by money saved. The Water Department, a drag on the town when the change came, has been modernized and long since put on a paying basis. Stoughton's supply system has been improved and enlarged, and the town boasts one of the best water supplies in the state. Other departments have been elevated in efficiency. The town has installed a sewer system which is also on a paying basis.

When town management became a reality, Stoughton had a bonded debt of $260,500. Today its bonded debt is so far below $100,000 that it could liquidate at short notice. During the past twenty years the town has built a high school and numerous public works. A new fire station and new apparatus have also been acquired.

Stoughton, however, tries to stick to the pay-as-you-go policy as far as possible. The fact that the town can and has borrowed at lower rates than the majority of towns in Massachusetts bears testimony to its good management and sound financial standing. It has been a doctrine of the town manager to keep valuations down and to let the tax rate pay the bill. Consequently, Stoughton has built no town squares, million-dollar highways, or municipal buildings. It has not tried to "keep up with the Joneses."

The town manager has also lent his talent to the promotion of civic and community projects, and Stoughton people have eliminated waste, political chicanery, and discontent by having selected the right man to manage town affairs under the manager form of government. Stoughton's experience demonstrates that much depends upon the man chosen for manager. Once the manager wins the confidence and coöperation of town officials and department heads, the plan will have clear sailing.

Muskegon Heights Praises Manager Record

By ARTHUR J. O'CONNOR
Muskegon Chronicle

MUSKEGON HEIGHTS, Michigan, which this year observes its twentieth anniversary under the council-manager form of government, is an excellent demonstration of the fact that the manager form of government is sound.

The Heights has had its ups and downs in administration and finance

but most of its difficulties stem not from the system but from personnel or charter provisions dictated because of personnel.

A modified form of the council-manager plan was adopted in 1922 with the city clerk designated as city superintendent, while the Police and Fire Departments remained under control of a Council committee. A full-fledged manager plan was defeated by the voters in 1918 largely because of Police and Fire Department opposition. Both departments were under one chief, an appointee of the mayor. The concession was made so that some form of manager government could be provided to act as an opening wedge.

During the decade from 1910 to 1920, the Heights had phenomenal growth, its population increasing 400 per cent. That meant additional facilities and in 1917 a sewage disposal plant and system was built, and in 1920, a $324,000 bond issue was floated for water system improvements.

Both systems were apparently ill-managed in the beginning, judging from city records. Other departments, too, encountered financial difficulties and in 1920 it was necessary to issue $55,000 in bonds to meet current obligations. Just before the manager plan was adopted it was necessary to issue $85,000 refunding bonds because of insufficient funds in the interest and sinking fund account.

Those are some of the financial conditions which paved the way for adoption of a modified form of manager government.

When the new charter was adopted and the manager plan placed in operation, the then city clerk was named superintendent, a position he held for ten years, with the exception of 1924 when there was a complete turnover in the city's official family.

The same year there was an attempt to place the city on a "pay-as-you-go" basis, but this proved impossible because most of the Finance Department duties were under control of Council committees. The superintendent was helpless to stave off a financial collapse which he foresaw and which struck in 1932.

After ten years the modified manager form of government had failed to accomplish anything, or to prevent a financial collapse. Heights voters were not discouraged with the system, however, and decided on a change in personnel. In 1933 there was a complete new Council which named a new superintendent.

The new manager faced many difficulties with payrolls not being met in full and numerous bond issues, used to meet current bills, outstanding, and improvement bonds in default.

But with Council coöperation and competent administration, greatly aided by a windfall of delinquent tax receipts beginning in 1935, the new manager brought the city out of its slough of financial difficulty.

Even with those advances, the system was not operating properly and so in 1934 the voters adopted a charter amendment placing the police and firemen in a Department of Public Safety under direction of the superintendent.

Under its management of the last decade, Muskegon Heights has come

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Dangers of Metropolitan Decentralization

The issue can be solved only by frank discussion and careful examination of the entire problem by intelligent citizens of the city and its suburbs.

By EDWARD BLYTHIN
Former Mayor of Cleveland

THE problem of unification of local governmental interests is not nearly as simple a problem as some of its advocates believe. There are valid arguments on both sides; and especially strong sentiments against unification on the part of the residential suburbs.

As one sensible fair-minded woman stated, "I would rather see Lakewood remain a separate city; but I suppose it is a selfish sentiment from the community point of view."

The issue can be solved satisfactorily and permanently only by a frank discussion and a careful examination of the entire problem by intelligent citizens of the city and suburbs without interests to serve other than those of the community itself.

Cleveland's abnormally rapid growth in the last generation has had much to do with the creation of this metropolitan problem. This rapid growth came about because the world, and especially this country, in the last half of the last century entered upon what is termed the "steel age"; and Cleveland was in the center of that industrial movement.

As industry and population grew, congestion increased; and there naturally followed a new appreciation of open space, which was to be found only on the outskirts of the city. As this appreciation of elbow room grew, there started a definite separation of industrial and residential areas. Residents moved to the outskirts where land was cheaper and air clearer.

At first the city limits were extended to cover the outlying area to which the residents able to do so were moving. Later, this process of expansion by merely extending the city limits came to an end. There was then substituted the process of forming a new municipal corporation.

Community Interests Grew

As the local communities organized under a village form of government and began the practice of local self-government, they became interested in their local government, especially their schools, and insisted upon the maintenance of a separate existence. Many of these units grew into cities (over 5,000 population), and other villages came into being, until today there are thirteen cities and forty-two incorporated villages within the confines of the Cleveland metropolitan area. This means fifty-five separate municipalities, each of which maintains its separate government, elects its own officers, performs most of its own municipal services, levies its own taxes, adopts its own budgets, and vigorously fights to maintain its autonomy. Yet all are part and parcel of the one community, Greater Cleveland, in every sense except political.

Out of this situation many problems have developed for which no satisfactory solution has yet been found. What are some of the so-called metropolitan problems? Stated briefly they are the need for unification of urban interests and obligations in so far as they are essential to the community prosperity, upbuilding, and welfare. No one will deny the fact that we are all—city and suburbs alike—citizens of the

one community. We are mutually dependent upon each other.

Cleveland, the core of the community, is today surrounded by splendidly built up municipalities with boundaries so concealed by our physical oneness as to make it necessary to place signs to mark these municipal boundaries.

Public Services Integrated

Many public services essential to a metropolitan community cannot possibly be made effective, or be administered economically, except on a community-wide basis. One good example is that of an adequate, safe, and reasonably priced supply of pure water. Cleveland has assumed the task of furnishing water to the entire metropolitan area; but during the major portion of the last four or five years negotiations were carried on between the city and the suburbs as if they were competitors, trying to work out satisfactory arrangements relating to the water supply.

Another example is the disposal of the sewage of the metropolitan area, which nature and topography have determined must be handled by one authority. Yet it required many conferences and weary hours of negotiation in the last city administration to get an agreement on the equitable distribution of the cost of this service.

That raises the question, can we as citizens of Greater Cleveland coöperate in the important task of working out the solution of these community problems in a way which will be to our mutual advantage? I am convinced that we can, just as we all are now submerging our separateness and merging our community efforts in preparing for civilian defense. In fact, the time is rapidly coming when we shall be compelled by the sheer cost of local government, and the tax burdens of the national government, to work out some form of unified administration which will be less costly than our present nearly one hundred units of government which are costing us more than $100,000,000 annually.

The most serious problem of all is that which confronts the central area, the city proper. It is the decreasing property values, which are becoming so reduced by the outside growth as to make the tax income insufficient to maintain the needs of the major community and its increasing functions. The growth of residential sections beyond the city limits invites business and industry to move from the central area, thereby reducing values.

In the last decade Cleveland's tax duplicate has gone down about one billion dollars—almost 50 per cent. Well, what of it? one will say. Why are suburban residents interested? The answer is quite simple. Their prosperity depends on the workshops in this industrial area. A residential area cannot support itself—it is dependent upon industry. Cleveland's industries are vital to the prosperity and welfare of the entire metropolitan area and all of its people.

Cleveland Bears Major Cost

But Cleveland is called upon to make enormous expenditures for the common welfare of the entire urban district. Witness its expenditure of $3,000,000 (supplemented by federal funds) to improve the Cuyahoga River and attract industry to and retain it in the river valley. Cleveland was for many years, and until recently, the only port on the Great Lakes not able to accommodate the largest lake carrier boats up to the location of its plants. This placed a tremendous burden on industry on the Cuyahoga River and seriously handicapped Cleveland industrial development in its competition with like industrial communities else-

where. Any burden on Cleveland industry is a detriment to all of us—city and suburbs alike. Any aid to Cleveland industrial activity is aid, directly or indirectly, to all of us. Cleveland has had to bear the cost of furnishing this aid to industry; but the entire area is now benefiting.

Another classic example is the widening of Carnegie Avenue which involved a large expenditure of Cleveland's funds for an improvement which has most heavily benefited suburban residents.

Witness the public auditorium, the stadium, and the airport. All original and maintenance costs beyond admission collections are paid by Cleveland citizens; but they are happily and properly used and enjoyed by the people of the entire metropolitan district. True those who patronize the sportsman's show, the grand opera, or the ball games, or who fly from the airport, help pay for the upkeep of these attractions; but the income from admissions by no means carries the load. The principal and interest payments, as well as actual deficits in operation, amounting to $600,000 or more each year, are all borne by Cleveland taxpayers.

These Are Community Costs

Cleveland is now reaching the point where its reduced taxable values do not supply enough income to meet the increasing costs of these community facilities. As an illustration we cite the closed Central Viaduct, the disuse of which is causing great and serious inconvenience to thousands of people both in the city and suburbs. Yet the city is unable to raise funds for its rebuilding. It is today a metropolitan problem.

If the present unbalanced sharing of the burden of cost of these services is permitted to continue, the great workshop, Cleveland, will soon arrive at the point where its revenues will not support its normal needs, with the result that decay will set in to the detriment and impoverishment of all of the residents and interests in the metropolitan area. Few of our people in Greater Cleveland realize the economic crisis now facing not only Cleveland but every large American city—increasing taxes, decreasing values, heavy debt burdens, added municipal functions, and new sources of revenue usurped by state and federal governments. Municipal finance officers everywhere are seeking some way to meet this crisis. It is a regional problem which should give us all concern.

The Road to Remedy

If this seems like a pessimistic picture, it has grown out of my actual experiences in public life in this community on both sides of the fence. I have watched these evidences of decay develop and it gives me concern. That is why, during my brief term as mayor, I sought to organize a representative committee from all parts of the metropolitan area and from all walks of life to sit around a table for the purpose of analyzing this intricate and vital community problem, by consulting with the residents in every section of the community, by having groups of competent men and women delve into the various parts of the larger problem and bring back to the people a community program which would point the way for the solution of this whole metropolitan issue—a program which would include the political, physical, educational features of community life.

I am glad to see that my successor, Mayor Lausche, has already named a committee to study the physical planning phase of this problem. But the working out of a physical plan will be only one step in the program. There

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Researcher's Digest: September

Birth certificates and what to do about them; pot pourri of research reports showing that the mind of a researcher is full of a number of things.

Prove You Were Born!

Now that almost anyone, from an executive to a housewife, is liable to find himself or herself converted over night into a national defense worker, a heretofore inconsiderable piece of paper, the birth certificate, assumes a new and monumental importance. How to prove to the satisfaction of spy- and sabotage-conscious personnelists that one was really born, and in this country to boot? The terrific amount of paper work involved in the search for this form of proof has led to a recent relaxing of the requirement that the certificate always be produced, but even so it is indispensable to one who would be in the armed forces and in many other defense connections besides. Well, then, comes the **Division of Administrative Management and Research of the State of Minnesota** to the rescue of harried officials who must help piece together proof of birth for the citizen who may have lost evidence of his origin in the San Francisco fire of 1906. The purpose of *Meeting Wartime Demands for Birth Certifications* is "to suggest ways of furnishing accurate birth certifications in less time and with a minimum of cost." Basis of the report is an intensive investigation carried on in the Minnesota Vital Statistics Bureau, plus opinions and comments from various other state registrars. There are large charts presenting proposed methods of channeling work, plus model forms for expediting business and some businesslike explanatory text.

The agency which produced the report is something of an experiment in state government. Financed by a grant from the Spellman Fund of New York, it operates as a division of the Department of Administration, which is headed by the State Business Manager of Minnesota. Function of the division, according to L. M. Guinan, its director, is to assist the business manager "through a constant analysis and re-examination of routine procedural methods in the various state departments, and through the study of state governmental functions and services, looking to the development of long range planning."

This 'n' That

Summer is a lean time for research publications, for even in wartime part of the reading audience is apt to be at the beach or longing for a cold shower. Here, however, is a winnowing of the topics that currently concern researchers, judging from the published evidence:

The **Pennsylvania Government Administration Service** has put out a *Manual of Procedure for Police Civil Service Commissions* in Pennsylvania, a result of a new merit system law that will change selection methods considerably in boroughs and townships of the first class;

Taxpayers, Inc., of New Haven reports that New Haven voters have just fifty-seven varieties of offices to fill on election day, that the New Haven charter is neither fish, nor fowl, nor good red meat, for it resembles not one of the four recognizable forms of city government, that, in sum, voters had better think about remodeling;

The **City of Cincinnati,** through its city manager, has just presented to the Finance Committee of the City Council an exhaustive analysis of relative costs of relief administered by the City Relief

Department as compared with the state of Ohio as a whole and with the industrial counties;

The **St. Louis Governmental Research Institute** has designed a large double-page chart showing state administrative organization and has surrounded it with a couple of pages of textual explanation in the July 14 issue of *Dollars and Sense in Government;*

The **San Francisco Bureau of Governmental Research,** adhering to its policy of reporting only upon municipal news in its mimeographed memos, has lately been talking about such subjects as the ubiquitous Hetch Hetchy water supply tangle, civilian defense bonds, a refunding plan for the Golden Gate Bridge, and a street railway lease plan;

The **Philadelphia Bureau of Municipal Research,** in *Citizens' Business,* has been concerned with highlights of 1941 city finances, removals in the exempt class of civil servants, city planning needs, the reduction of provisional appointments, urban blight, and all-out salvaging of tin cans;

Buffalo's Municipal Research Bureau is interested, in *Just a Moment,* in a division of real estate, 1942 elections, and local finances;

The **Detroit Bureau** writes a letter to the shade of a man who was mayor fifty years ago, explaining how the city has grown and what a headache it all is;

Kansas City's Civic Research Institute has done a lot of writing about housing conditions, which are overcrowded and substandard;

The **Rochester Bureau of Municipal Research** expounds at length on reclassification in the local fire bureau;

The **Providence Bureau** goes in for a review of public property control;.

The **Schenectady Bureau** issues a series dealing with organization and operation of the bureau itself;

Des Moines' Bureau writes under the heading "Bugs in the Police and Fire Pension Systems."

Research Bureau Reports Received

Administration

State Administrative Organization in Missouri. St. Louis Governmental Research Institute, *Dollars and Sense in Government,* July 14, 1942. 4 pp.

Personnel

Manual of Procedure for Police Civil Service Commissions in Pennsylvania Boroughs and Townships of the First Class. Pennsylvania Government Administration Service, University of Pennsylvania, Philadelphia, 1942. 60 pp.

Public Welfare

Caseload and Expenditures for General Relief by Counties for the State of Ohio, 1937 through May 1942. Cincinnati Department of Public Relief, 1942. 20 pp.

Vital Statistics

Meeting Wartime Demands for Birth Certifications. Minnesota Division of Administrative Management and Research, St. Paul, 1942. 50 pp.

Buy United States War Bonds and Stamps

Contributors in Review

THE author of *Dangers of Metropolitan Decentralization*, **Edward Blythin,** has had wide experience with metropolitan problems in the Cleveland area. Mr. Blythin was admitted to the Ohio bar in 1916 and has specialized in municipal law. He has been legal adviser for several municipalities for over a decade. In 1935 he entered the Law Department of the city of Cleveland where in 1939 he became its chief assistant. In January 1941 Mr. Blythin, named director of the department as a necessary qualification, succeeded Mayor Harold H. Burton, elected to the U. S. Senate, and served as Cleveland's mayor until the end of that year.

IN THE municipal government field for these many years, **Thomas H. Reed** (*Short Rations for Local Government*) needs no introduction. Dr. Reed has experienced in generous measure the practical as well as the theoretical side of government. He was secretary to Governor Hiram Johnson of California, city manager of San Jose, teacher of governmental subjects at the Universities of California, Michigan, and Harvard, and is a widely known municipal consultant and researcher. He is author of many books and pamphlets, the latest of which is *Federal-State-Local Fiscal Relations*, recently prepared for the Municipal Finance Officers Association.

PRINCIPAL Budget Officer in the General Manager's Office of the Tennessee Valley Authority, **M. H. Satterfield** (*Coöperation Pays Dividends*) has on several occasions given REVIEW readers the benefit of his wide acquaintance with the TVA area. Mr. Satterfield formerly taught government at the University of Nebraska; he has been field representative of the American Municipal Association and assistant state director and regional management representative for the Resettlement Administration. He is author of *County Government and Administration in the Tennessee Valley States* and (co-author) *Municipal Government and Administration in Mississippi.*

SHORT RATIONS FOR LOCAL GOVERNMENT

(Continued from Page 430)

criminate slashing is, it is no worse than the uniform percentage cut—a method, popular with governing bodies, of passing the responsibility of selecting objects of economy on to the various divisions of the government. The straight percentage cut is a product of laziness, cowardice, and stupidity. It falls on the just and unjust alike. It abrogates the basic duty of legislative bodies to determine the objects of expenditure. Yet they get away with it because it seems to be fair and arouses less antagonism than an honest facing of the facts.

If we are forced to give up with our lowering standard of living some of the things we have had at the hands of local government, at least let us drop first the things we want and need least.

News in Review

City, State, and Nation
Edited by H. M. Olmsted

New Jersey Citizens Discuss Proposed Constitution

Weekly public hearings act as sounding board

THE state of New Jersey is engaged in an informal constitutional convention. The "convention" is in the form of a series of weekly public hearings called by a joint committee of the legislature to sound out the sentiment of the people toward revision of their hundred-year-old constitution.

From fifty to eighty persons have made their way to the State House in Trenton by 10:30 almost every Wednesday morning since July 8, to stay through a full day of sweltering Trenton weather, all intensely interested in what others have to say and all making contributions which they hope may have a part in the future history of the state.

Citizens from every section can be found. Many represent statewide organizations of considerable weight, some represent smaller or scattered groups, and a few represent only themselves, but each has the privilege of registering his name and being heard.

Spokesmen for the New Jersey League of Women Voters, New Jersey State Chamber of Commerce, State Federation of Labor, State C. I. O. and American Labor League, New Jersey Consumers League, League of Women Shoppers, Communist Party, New Jersey Taxpayers Association, and other statewide organizations have appeared quite regularly to present briefs and oral arguments.

Discussion has centered around the proposed new constitution presented to the legislature in May by the Commission on Revision of the New Jersey Constitution,[1] headed by State Treasurer and former Senator Robert C. Hendrickson. The organizations named have agreed generally that the proposed revision is a substantial improvement over the present document. Testimony to this effect has been supported by arguments in favor of such innovations as biennial elections and sessions of the legislature, a legislative council, a four-year term for the governor, consolidation of state administration in nine departments responsible to the governor, curtailment of legislative patronage, the streamlining of the state militia under the effective command of the governor, a unified court system under the administrative supervision of the chief justice, a constitutional prescription for the merit system in state and local governments, a uniform fiscal year for all state departments, a single state budget unencumbered by a large number of continuing dedicated funds, etc.

The only substantial champion of the present constitution as against the proposed new one who has appeared regularly is R. Robinson Chance, a Jersey City lawyer, who speaks in behalf of the New Jersey Manufacturers Association. Despite Mr. Chance's inability to see any good in more than a few of the minor changes proposed, Henry W. Johnson, president of the Manufacturers Association, has declared that "the association reserves any recording of itself as for or against until the matter has been thoroughly discussed and revised in some respects."

Leadership of those favoring revision has been assumed by the New Jersey Committee on Constitutional Conven-

[1] See NATIONAL MUNICIPAL REVIEW, June 1942, p. 343.

tion. The chairman of this Committee, Spencer Miller, Jr., of South Orange, has appeared as the opening speaker at most of the hearings to explain why the committee, representing labor, business, and civic organizations of widely varying views, was able to agree that the proposed "changes in the executive, legislative, and judicial departments constitute a forward step toward providing New Jersey for the first time with a frame of government based on tested American principles and adequate to modern needs."

The Revision Commission's plan calls for a vote of the people to authorize the legislature to act as a convention. Proponents of revision are, therefore, now asking the legislature for a law enabling the people at the November election to direct the 1943 legislature to prepare a revised constitution for submission a year later.

The current hearings are being held in pursuance of a Senate Concurrent Resolution adopted June 15 directing the joint committee to ascertain the sentiment of the people "concerning the proposals of the Revision Commission" and also "as to whether or not they desire the fundamental law of the state to be changed."

In view of the widespread participation in the Trenton gatherings and the almost unanimous agreement on the need for revision, it is hard to see how legislators up for re-election could justify refusal to give the people a chance to say whether or not they wish to vote on a new constitution. Opposition there undoubtedly is; but its failure to appear at the hearings indicates that it is mostly not of a kind to enjoy the light of day and full publicity. The committee knows, nevertheless, that it has a hard battle ahead. The covert character of the opposition does not make it any the less determined.

A substantial boost to the cause of revision was given by the appearance on August 4 of a *Report on the Constitutional Courts of the State of New Jersey*. This independent study, by Dr. Ralph R. Temple, was undertaken at the request of the Revision Commission. Dr. Temple's statistical analysis of the business of the courts and his exposition of the lack of any system which could be properly called *the administration* of justice give convincing evidence of the need for substituting a modern, integrated system for the "most antiquated and intricate" court system in the English-speaking world.

JOHN BEBOUT
University of Newark

Withdraw Proposed Unicameral Amendment in Missouri

Petitions to place on the November ballot in Missouri an amendment[1] providing a one-chamber legislature instead of the two present houses were filed with the Secretary of State in Jefferson City on July 1. Wholesale defects in the petitions were found to exist, however, and the sponsoring committee voluntarily withdrew its request to place the measure on the ballot.

Leaders of the movement were evidently grossly imposed upon by hired workers in the state. The *St. Louis Globe-Democrat* stated editorially on July 14:

> Bizarre revelations of fraud come from Springfield. Women and girls, supplied with telephone and city directories from all over the state, wrote thousands of names on scores of sheets of petitions. They were unwitting hirelings of two men who had collected a considerable fee from the promoting organization, the Crusaders, for their work of securing the necessary signers to put the proposition on the ballot. Both men have been arrested, charged with fraud.

[1]See NATIONAL MUNICIPAL REVIEW, June 1942, p. 345.

It is a brazen story of forgery in which, we are certain, the Crusaders and other leaders in the state movement had no part. They were imposed on by the men in Springfield whom they had hired to perform the laborious leg work of rounding up names on the petitions. This is a frequent practice, but, unfortunately, they hired the wrong men.

The amendment itself has been criticized in various respects by students of government.

The movement for a new constitution for Missouri is not involved, except as it may be temporarily hampered by the misfortune that overtook the amendment.

Merit System for Louisiana

The Louisiana civil service law though passed in 1940 was a live issue in the legislative session in 1942. Except for several amendments, however, most of which were recommended by the State Civil Service Commission, the law remained intact. The effective date is now set for January 1, 1943, in order to prepare for the operation of that portion providing a merit system for New Orleans. Efforts to postpone it further were unsuccessful. Appropriations of $150,000 were approved for each of the next two years.

Amendments relate to pay policies, permission to waive competitive examinations for unskilled labor, wartime appointments, the unclassified service, and removal of a prohibition against classified employees taking part in politics.

Reapportionment Amendment Delayed in Michigan

The Michigan reapportionment amendment failed to secure a sufficient number of signatures to be placed on the ballot for the November election. The reasons are apparently threefold. First, the sponsors relied too heavily upon promises of support from labor organizations now too deeply involved in defense and war production to be concerned with anything else. Second, the chief leaders of the movement were inexperienced and failed to take into consideration the warnings and advice of others more cognizant of matters affecting the problem of apportionment. Third, it now seems apparent that Michigan electors will not generate any enthusiasm about a rearrangement of the existing legislative set-up. There is reason to believe that the long-range view will have to accept unicameralism, if progress in legislative organization is to come in Michigan.

CHARLES W. SHULL
Wayne University

New York and Pennsylvania Centralize Civilian War Training

New York State is centralizing all war training for civilians in an Office of War Training set up under the State War Council and operating through the State Education Department's Bureau of Public Service Training, in order to end confusion resulting from administration of war training activities by many state and local agencies. Similar action has been taken by the Pennsylvania State War Council.

First State Sickness Insurance Provided

By a compulsory "cash sickness insurance" act passed by the 1942 legislature, Rhode Island becomes the first state to provide benefits for workers who cannot be on the job because of illness. The new law operates similarly to the unemployment compensation law of the state, and it will be administered by the Unemployment Compensation Board, according to the American Public Welfare Association.

Employees contribute one per cent of their wages up to $3,000 a year

beginning June 1 of this year. They can draw benefits beginning April 1, 1943, if they earned at least $100 in wages within the base period which precedes the benefit year.

The amount of the benefit depends upon the total benefit credits amassed during the base period and on the highest quarterly wages of the worker.

The sickness insurance law supplements the unemployment insurance act of Rhode Island under which—as in other states—only the jobless worker who is well and available for a job may draw compensation.

New Tax Board and Voting Machines for Hudson County

On August 4 the appointment by New Jersey's Governor Charles Edison of a new tax board for Hudson County, with confirmation by the State Senate, was approved as legal by Justice Joseph L. Bodine of the State Supreme Court. Hudson County is dominated by Jersey City, which is ruled by Mayor Frank Hague. The former county tax board was superseded following a hearing on charges of dereliction of duty and abdication of its assessment functions, brought by the City Affairs Committee of Jersey City. The old board defied the new appointees, who were refused admittance to the tax board's offices by county police. The tax records were also removed from the offices. On August 5 the new board took possession of the offices and records under a writ of mandamus signed that day by Justice Bodine.

The members of the old board recently sued leaders of the City Affairs Committee, asking $1,400,000 for libel and $700,000 for conspiracy.

What is claimed to be another serious blow to the Hague machine was the action of the State House Commission, also on August 4, in Trenton, unanimously authorizing the purchase of 850 voting machines for installation in Hudson County, to be paid for by funds accumulating to the county's credit in the State Treasury.

The action of the State House Commission was countered on August 7 by J. Emil Walscheid, county counsel, in obtaining from another Supreme Court justice, Joseph B. Perskie, a writ of certiorari. This presumably blocks the use of any voting machines in Hudson County at this year's election since the court is hardly expected to hear argument and render a decision on the legal powers of the commission before then.

Mr. Walscheid expected to fight the seating of the new tax board by means of a quo warranto proceeding.

Houston Voters Adopt Council-Manager Plan

The council-manager form of government was adopted in Houston, Texas, in an election held August 15 after a hotly contested campaign. The vote on four charter amendments substituting the manager plan for the commission form was approximately at 15,800 to 12,800. Five additional amendments, which sought to enlarge the authority and salaries of the present commissioners and add two new commissioners, were defeated by much larger margins.

The manager plan will go into effect January 2, 1943, after the election on December 14 of a council of nine members composed of a mayor and three councilmen chosen at large and one from each of five districts elected at large.

Other Council-Manager News

The directory of approved council-manager cities, prepared by the International City Managers' Association, shows 547 cities and six counties, as of June 30, 1942. All but twenty-three of these are in the United States. In the first six months of 1942 nine muni-

cipalities adopted the plan. Manager charters were approved in **Bennington** and **Brattleboro, Vermont; Mechanic Falls, New Portland,** and **Smyrna, Maine,** and **Hazel Park, Michigan.** Ordinances establishing the plan were passed by the council in **Lower Merion Township** and **West View, Pennsylvania,** and by the people in **Mill Valley, California.** In **Palm Springs, California,** the voters adopted a council-manager ordinance to supplant the council resolution originally setting up the plan. **Cambridge, Massachusetts,** on January 1 went under the plan adopted in 1940. Proposed manager plans were defeated at elections in **Berkley, Michigan; Chester, Vermont; Grand Island, Nebraska;** and **Newark, New Jersey.**

In **Lowell, Massachusetts,** on July 31, the Plan E Committee, after weeks of intensive circulation of petitions calling for a vote on the manager plan with proportional representation at the next state election, filed petitions bearing over 7,200 names, a minimum of 5,146 being required by law.

The village of **Carey, Ohio,** is expected to vote on the manager plan in the near future.

Niles, Michigan, will vote September 15 on the question of electing a commission to draft a new charter for the city.

Clifton Forge, Virginia, which adopted a manager charter in December, 1941, begins operating under the plan on September 1. A new five-member council, replacing a twelve-member council elected by wards, was elected at large in June. At its first meeting it is expected to name a city manager.

In **Columbus, Georgia,** the League of Women Voters on July 10 went on record in favor of changing the present city charter to the manager form. The four candidates for the legislature were invited to appear at a meeting on September 4 to answer a questionnair issued by the league, including querie as to candidates' attitudes towar the manager plan and the merit systen

In **Valdosta, Georgia,** the manage plan is under consideration.

Mountain Brook, Alabama, a newl incorporated community near Bi mingham, has prepared a counci manager ordinance for adoption befor October 1. Alabama now has n council-manager cities.

Kerrville, Texas, has adopted a cou cil-manager charter to supersede th ordinance under which it has bee operating with a manager since 1927.

Upland, California, came under th manager plan on August 2 by virtue o an ordinance recently adopted by th City Council. Upland has had a cit manager of limited power for a lon time, but the new ordinance for th first time gives the manager compr hensive authority over all city depar ments except those of the elected cler and treasurer and that of the city a torney, who is directly responsible t the Council.

The city of **Baker, Oregon,** will vot upon a council-manager charter at th November election.

Planning and Zoning for Detroit

The sixth survey of great America cities by the Urban Land Institut proposes a more comprehensive maste plan for Detroit, Michigan, than th 1925 highway plan of the Detroit Rapi Transit Commission. The report urge the preparation of a plan, to be held i readiness for the return of peace, whic will provide for elimination of slum and other substandard housing, an protection for neighborhoods threa ened with blight. Traffic hazards, u controlled building, blind expansio and harmful uses of land are amon the dangers to be guarded agains Use of the recently enacted urban r

development corporations law, in connection with rehousing and other redevelopment, is suggested.

The report calls for the strengthening of the Detroit zoning ordinance, enacted only two years ago after twenty years of effort to do away with nonconforming use and to eliminate twilight zones between areas of residential, commercial, or industrial use.

It is stated that a poll of informed local opinion indicates general realization of need for an effective degree of governmental unity for the entire metropolitan area, wherein the center has been losing to the suburbs; for large-scale rebuilding of the city's wornout areas; for limiting the notoriously premature subdividing in the area; and for architectural control and other restrictions against discordant physical development.

Cities and Transportation

The council of Kansas City, Missouri, has recently enacted an ordinance, one of the first of its kind, establishing a local defense transportation administrator and providing for the more efficient utilization of all local transportation facilities and their synchronization with working hours.

The war-brought scarcity of tires and gasoline is putting a number of western cities in the transportation business in an effort to get residents to their jobs at war production plants.

According to reports to the American Municipal Association, Whittier and Ventura, California, have established new bus systems, while Seattle, and San Francisco, Santa Monica, Torrance, and Montebello, California, have expanded existing motor coach lines. In Oregon the cities of Ashland, Salem, and Lebanon have underwritten purchase of facilities that are hauling workers to cantonments under construction nearby.

Eastern Mayors Ask Fuel-Oil Czar

Appointment by federal authorities of a single fuel-oil chief with power to relieve the shortage in seventeen Atlantic states was sought by a resolution adopted August 5 at a meeting in Boston of fifty mayors of eastern cities, presided over by Mayor LaGuardia of New York.

American Municipal Association to Meet

The nineteenth annual convention of the American Municipal Association will be held in Chicago, October 21-23. It is considered that this first wartime annual meeting of the association will be the most important thus far in its history.

The conference of state municipal league secretaries will take place October 19-20 at 1313 East Sixtieth Street, the association's headquarters. League officials are urged to make early plans to attend, to suggest municipal problems for attention at the meeting, and to publicize the importance of this national meeting to municipal officials.

Wartime Recreation Congress to Meet

The National Recreation Association of New York City has arranged for a War Recreation Congress, to be held in Cincinnati, Ohio, September 28 to October 2, with the purpose of expanding and intensifying the wartime service of America's recreation forces.

Representatives of the armed forces, federal government departments, local officials, industry, private agencies, and other community leaders will consider ways and means of using recreation to serve the war effort more effectively. Meetings will deal with recreation for service men, war production workers, and civilians in wartime, also postwar recreation needs.

Citizen Action
Edited by Elwood N. Thompson

Seattle League Builds 750 Per Cent Gain in Membership

Celebrates nearly fifty years of community service

INTEREST in local government has hit a new peak in Seattle despite the war, with a turnout of seven hundred Municipal League members and guests at the recent annual dinner and a membership gain of 750 per cent since 1938.

President Shannon, in his report to the annual dinner, pointed out that faith in the basic principles of good government has kept the League alive for nearly half a century. He stated that the present membership upswing began in 1938 when it was decided that the League, to extend its scope and influence in Seattle, would have to put more emphasis on fact-finding and on reaching the public with all the facts. Since that time the membership has increased from 200 to over 1,700 making the organization an increasingly powerful force for good government.

League at Hearings

"Backed by its large membership the various committees of the League have appeared before public bodies such as the City Council, Board of County Commissioners, Port Commission, Legislative Committees, and others to urge measures that were important for the public good. At these hearings, the League representatives were fortified with facts obtained by our Research Department. We have always found that facts, not opinions, had the greatest influence when matters of importance were up for consideration. Much of the improved financial status of the city and county today can definitely be traced to the influence of the League in helping our officials adopt sound business policies."

Investigation of Candidates

Mr. Shannon then outlined the work of the League's Candidates Investigating Committee, which before every primary and general election investigates all candidates and presents a factual, unbiased report of its findings. Questionnaires are sent to the candidates, committeemen interview them in their homes and places of business, and they are invited to appear before the committee where they are questioned about their knowledge of city or county affairs, from whom they have received campaign contributions and how much, and what they plan to do if elected.

At the last general election over 180 men and women office-seekers were investigated. The League sponsors no slate. It reports the facts.

Ballot Issues

Various committees of the Seattle organization study in detail each proposition to appear on the ballot and outline pro and con arguments. The League Town Criers discuss these reports before Seattle community and service organizations, the report stated.

County Finances

Since 1938, the report shows, county budgets have been thoroughly examined by the League County Budget Committee. Before each budget comes up for adoption, county officers are questioned and their individual department estimates are studied so that committeemen are prepared to make recommendations to the Commissioners at public hearings. County budgets have been balanced the last three years, but only after drastic reductions

–$450,000 one year—were made in the reliminary figures. Furthermore, the eague has helped the county to re- uce emergency appropriations, to stablish a better purchasing proce- ure, and to set up a program for mortization of the county's floating ebt.

ity Finances

After careful studies, Mr. Shannon re- orted, far-reaching recommendations ere made to the City Council with a iew toward simplified financial state- nents showing more accurately the ity's operating deficit and budgets nproved in form and content. League epresentatives were invited by the ity Council to sit with their com- nittees during discussions of the 1942 udget, which was balanced. The in- erest rate on both city and county arrants is now 2 per cent, the lowest ver obtained.

eague Sues City

"One of the most decisive steps ever aken by the League was the filing of a axpayers' suit against the city of eattle to prevent the assumption of ndebtedness which would have en- angered the city's credit standing," resident Shannon stated.

"A plan for payment of $170,000 in ondemnation awards for the proposed rmory Way by-pass, entered into by he City Council against the advice of he Corporation Counsel, the Mayor, nd other city officials, was blocked by his action. The case is still in the ourts for final decision. The League as no interest in the merits of the evelopment from an engineering or raffic viewpoint, but we are definitely oncerned as to whether or not the ity Council has the right to increase he city's debt beyond constitutional mits by subterfuge. The League felt hat, in taking this case to the courts, e were representing the great body of taxpayers, but of even more impor- tance, we have demonstrated that we are ready to back our recommenda- tions with prompt action in the public interest."

Harbor Department

A committee made a detailed study of the Harbor Department's oper- ation this spring, after which recom- mendations for changes were presented to the City Council. The department was entirely reorganized and is now being complimented for its efficient operations.

Law Enforcement

"During 1941 the League assumed the leadership in working for an im- provement in law enforcement in the city. We took the position that com- plete reorganization of the Police De- partment was one of the most vital needs facing Seattle. Entering into a period of rapid physical, social, and economic expansion, the city should have a vigorous independent police de- partment operating on modern prin- ciples, and able to offer the full benefit of its services to the people in this area, both civilian and military."

Future Objectives

"At the present time the Research Committee and staff are making a de- tailed analysis of the provisions of the city charter, together with the state laws and court decisions modifying them. They are also studying other forms of city government and the possibility of city-county consolidation. When this study is completed it will be possible for the League to inaugu- rate some far-reaching program of basic change, looking towards increased efficiency and economy in city ad- ministration. Another basic program will involve centralization of manage- ment of the affairs of King County. At present management is divided among

the three County Commissioners who also exercise legislative and quasi-judicial functions. It is generally agreed that consolidating the functions of the three commissioners under a single manager would eliminate a lot of unnecessary duplication, permit more orderly purchasing, allow the joint use of road building and other equipment and should therefore result in greater economies."

Special Recognition

The President expressed his gratitude to those who have participated in the League's work. This year over 250 members were actively engaged in the work of the League's twenty-one standing committees. These committees include Membership, Research Fund, Audit, Legal, Housing, Candidates Investigating, City Budget and Finance, City-County Planning, City Utilities and Services, County Budget and Finance, Fire Protection, Public Forums, Governmental Research, Health and Public Assistance, Law Enforcement, Merit System, Port of Seattle, Public Information, Public Schools, Retirement Systems, and Town Criers.

ROBERT B. DUNN
Seattle Municipal League

Worcester Association Completes Tenth Year

The **Worcester Taxpayers Association,** one of the first citizens' organizations of its kind in Massachusetts and a factor in the formation of the Massachusetts Federation of Taxpayers Associations, has recently completed its tenth year of work for more economical and efficient government.

To prepare for a possible postwar crisis in city finance, the Association last January proposed a program calling for adoption of the following policies by the city during 1942: strict economy, curtailment of municipal construction now in favor of a postwa reservoir of public works, adoption a pay-as-you-go policy with rapid r duction of the city debt, civilian d fense spending to be restricted to pu poses for which federal or state a is not available, cautious estimating municipal revenues especially those d rived from automobile taxes, and r strictions on purchases of new equi ment with utmost care of existin equipment.

In general these policies are bein carried out. For example, it is pro able that by the end of 1942 the city bonded debt, including water debt, wi approximate $10,000,000 as compare with a peak of $13,108,000 in 1939.

Worcester, in common with oth cities, this year faced a demand b city employees for higher wage organized workers asking for a gener 15 per cent raise. After a carefu study of cost-of-living figures, th Association showed that living costs i the state were still considerably und the 1925-29 average, the period whe most basic salaries were set, and als that in spite of pay cuts in 1932- employees had enjoyed an average i crease of 14 per cent in purchasin power during 1930-40. The Associatio insisted that, if any bonus plan we adopted, the pending budget of $14 460,000 be reduced sufficiently to offs the cost. At the same time it su mitted to the City Council Financ Committee detailed recommendation for reductions of more than $500,000.

The eventual solution was a recor reduction of approximately $250,000 i the Mayor's budget, and granting employee bonuses to cost about th same amount, adding only 3 per cen instead of 15 per cent to the payro for this year.

The value of a citizen organizatio closely watching federal and state d velopments and passing on inform

ion to city officials has been exemplified in another instance this year. A loan of $356,000 for WPA purposes until December 31 was recommended to the Council by the Mayor. The Association pointed out that the fate of WPA after June 30 was uncertain and urged that funds up to that date only be provided, largely by transfers between existing accounts. The Council reduced the loan to $135,000. Then much of the construction program was terminated by the freezing of asphalt and other materials. The Mayor vetoed the reduced loan, his veto was upheld on May 11, and available funds will now be used to carry on a reduced program pending further clarification of the picture.

City Surveyed

A general survey of all city departments by Griffenhagen & Associates in 1939, following an intensive campaign by the Association, has resulted in important administrative improvements. While it cannot be said that all or nearly all the recommendations have been adopted, the city has been repaid many times over for the initial cost. One outstanding result was the consolidation into a Department of Public Works, with a competent commissioner and with bureau heads under civil service, of the street, sewer, water, engineering, public buildings, street lighting, garbage collection, and incineration departments, as well as the proposed municipal airport. Another, during 1941, was abolition of the traditional Board of Health, and its replacement by a health commissioner trained in public health work.

While the Association has worked for economy and lower taxes, it has never followed a pinch-penny policy but has relied on facts to carry conviction to officials and the public. It was successful in securing adoption of a plan for construction of unaccepted, or private, streets, with WPA supplying the labor and abuttors paying all but a tiny fraction of the city's cost. This has resulted in the building of more than twenty-five miles of new streets. It has supported appropriations for replacing obsolete equipment in various departments, and antiquated school books and supplies.

A director of the Association has in recent years been named by the Mayor to two important commissions: one to develop a municipal personnel system; the other to prepare a reservoir of postwar public works on a long-term basis in coöperation with the National Resources Planning Board, the New England representative of which sought and secured the coöperation of the Association. The Association president is chairman of the trustees of the city library.

Substantial improvements in budgetary and accounting methods have been made in coöperation with the city auditor, including installation of the uniform state accounting system and annual audits by the State Division of Accounts. The municipal budget setup, while still far from perfect, is a great improvement over that prevailing prior to 1932.

Best Man for the Job

One tendency which the Association has encouraged is the trend away from appointing only local men as city officials. In recent years able out-of-town men have been named as city librarian, commissioner of health, and superintendent of the large isolation and tuberculosis hospital.

We believe that our accomplishments in the past decade justify our policies of coöperating to the fullest with public officials, and trying to let credit for accomplishments go to them, but where necessary placing facts before

the public so that popular opinion may sway officials to follow policies beneficial to the city as a whole. We do not "blast" unless it becomes absolutely necessary. But when we do we are doubly sure that we have the facts and that there can be no contradiction. As one veteran City Hall reporter said to us some years ago: "It will be a sad day for you if the 'pols' ever catch you in a mistake of fact." So far that day has not arrived.

JOHN H. MAHONEY, *Director*
Worcester Taxpayers Association

Citizen Council Works on Defense, Housing Problems

Civic-minded citizens of the *planned* industrial community of Torrance, Los Angeles County, California, alert to the developing problems of their city, organized the Torrance Coördinating Council in June 1935. Its aims are to coordinate efforts for community betterment and to combat the increase of juvenile delinquency.

Its list of accomplishments includes: (1) Establishment and maintenance of a Toy Loan Library for smaller children; (2) operation of Friday night student dances for young people; (3) expenditure in the community of $11,331, proceeds from the dance project, for expenses and welfare donations; (4) institution and demonstration of the practicability of the community's annual civic festival, the Factory Frolic; (5) two comprehensive youth surveys; (6) an intensive housing survey in the Mexican settlement; and (7) formulation of detailed plans for a local defense council.

Methods Employed

The establishment of a Torrance branch of the Los Angeles County Toy Loan Library for smaller children illustrates the operation of the orthodox Council *linking process* between community need and community resources.

Arrangements first were complete with the County Toy Loan Worksho for repair, sterilization, and repaintin of used toys. The City Fire De partment sorted and delivered the toy while the Women's Club and the Cit Recreation Department arranged head quarters for the new library in th Recreation center. Through the Cour ty Probation Department the Counci secured the appointment of a WPA staff "toyrarian."

A number of student dances were held during the winter months and in Feb ruary 1938 the Council began operating supervised Friday night student dance in the civic auditorium at an admissior price of twenty-five cents. At Counci solicitation, local business men under wrote the expenses of the first few dances, but their popularity increased so rapidly that the project soon yield ed a profit and the Council retained active sponsorship.

Between February 1938 and April 1941 over fifty thousand persons at tended the Friday night dances, con tributing gross receipts of $11,496. Of this amount, $11,331 was spent in Tor rance for expenses and for contribu tions to local welfare and character-building projects, thus cushioning the financial burden of these programs upon the community. Rental amount ing to $2,320 paid to the City Council for the auditorium has been used to reduce that building's indebtedness.

The Council resolved itself into a committee of the whole for the or ganization of the community-dimen sional Factory Frolic with special sub committees assigned to handle details of the undertaking. Every organized group and business enterprise in Tor rance participated under Council direc tion, and each society was assigned a booth or concession of some description.

Business and industry were thorough ly canvassed and organized behind the

project and liberal contributions by both made a large-scale celebration possible. After the 1939 Frolic sponsorship was assumed by the Chamber of Commerce.

Two comprehensive youth surveys, conducted during the early months of 1940 and 1941 to determine possible relationships between leisure-time needs and juvenile delinquency, were the projects of the council's Character-Building Committee and were organized and conducted through the coöperation of the city schools.

An intensive housing survey for the purpose of obtaining factual data preparatory to elimination of substandard housing units from the local Mexican settlement and to facilitate improvement of its living conditions was organized and conducted by the Environment Committee of the Coördinating Council during 1941.

With the stepping up of the tempo of national defense production, the Environment Committee of the Council, in recognition of the dangers incident to a large influx of defense workers into the community, drew up a home defense program during November 1940, calling for the organization of a Torrance Home Defense Council. The plan divides the council into six committees: spiritual and moral values, housing, vocational training and education, integration of new residents, recreation and leisure-time needs, health.

JOSEPH J. LUDWIG

Roundup—

ALWAYS a group to look at governmental problems simply and realistically, the **League of Women Voters** has divided the home front of the war into four fronts on which it is concentrating attention. These are the struggle to influence federal tax legislation, the campaign for better qualified congressmen, an effort to keep all citizens aware of governmental issues in wartime, and special activity at the local government level where war has created special problems. For carrying out its general objective to preserve and strengthen democracy, these activities seem to us to cover the field pretty thoroughly.

Among the annual reports of citizen groups which we've seen lately are those of the **Fitchburg (Mass.) Taxpayers' Association** and the **Lynn (Mass.) Taxpayers' Association.** The latter, entitled "At Last We're Getting Some Action!", is a particularly effective job. Printed on orange paper, it lists nine specific recommendations which have been made by the association and follows each with the resultant favorable action. . . . In its July issue of *Taxtalk*, the **Massachusetts Federation of Taxpayers' Associations** invites all city and town officials to write and tell what they are doing to help save the taxpayers' money.

The **Seattle Municipal League** has long recognized the fact that members of an organization are interested in knowing something about the individuals who are in positions of leadership in the group. Consequently, the June 20 issue of *Seattle Municipal News* is devoted to pictures and short descriptive notes about the new officers and board members. The July 25 issue announces that Ewen C. Dingwall is returning to his former position of league secretary beginning August 15.

In federal election years the problems of state government are all too easily overlooked. To focus attention on vital issues which will face New York State's next legislature, the **Citizens Union of the City of New York** has prepared an extensive questionnaire for candidates. Information secured will appear in the union's annual preelection bulletin evaluating candidates.

R. M. W.

County and Township
Edited by Elwyn A. Mauck

Petroleum County, Mont., Secures Manager Plan

Overwhelming vote favors adoption of new charter

ANOTHER forward step has been taken in the movement for better local government. On July 21, Petroleum County, Montana, voted to adopt the manager plan of government. The vote was overwhelmingly favorable—272 for to 135 against, the plan carrying every precinct. Thus Petroleum becomes the first Montana county and the seventh in the nation to enter the select ranks of manager counties.

The plan goes into effect on January 1, 1943. At that time terms of all county offices except those of the treasurer and clerk of court expire. The treasurer's term ends on March 1, 1943, and that of the clerk of court on January 1, 1945. Effective January 1, the duties of these two officers will be such as are assigned them by the county manager until their terms expire.

Petroleum County voters will continue to elect three commissioners with six-year terms (one every two years), who will serve as a board of directors to formulate general policies and plans for the county. This board will select a manager to carry out its policies and to execute administrative details. The manager is removable at the pleasure of the Board with rights to a public hearing.

The work of the county will be divided into three departments: finance, public works, and public welfare. The manager will appoint the heads of these departments or may act as head of one or more of them himself. Since Petroleum is a very small county, with less than a million dollars taxable value and about a thousand people, these departments will be small, usually one or two employees each. All appointments are to be on the basis of ability, training, and experience.

The only county officer elected besides the commissioners will be the county attorney, who is legal counsel for the county. At present the voters elect, in addition to the board of commissioners and the county attorney, a clerk and recorder, treasurer, superintendent of schools and ex-officio assessor, clerk of court, and sheriff (ex-officio public administrator and coroner). Each of these runs his office independently of the others because Montana law does not provide for any coördination of activities. The manager plan will inaugurate centralized purchasing of supplies, level the work load among the departments during various rush seasons and throughout the year, and increase general administrative efficiency.

Petroleum County was organized in 1924, the last of Montana's fifty-six counties to be created. Its area of 1,675 square miles was taken entirely from the eastern third of Fergus County, a large county in the center of the state. In 1926 the taxable value of the new county totaled nearly five million dollars—$4,875,000—almost two million of which came from oil fields. The county went heavily in debt for expansion of road, school, and other services and in 1926 had an indebtedness of more than $200,000. Then began a steady decline in taxable wealth and population because of a diminishing flow of oil and declines in crop returns accompanying drought and depression. By 1942 the taxable valuation of the county had shrunk to $825,000, , or about a sixth of its earlier wealth. Delinquent taxes piled up and tax deed

foreclosure acreage reached five figures. Extensive abandonment of farms was followed by federal submarginal land purchase, creation of grazing districts, and the return of most of the land formerly used for corn and wheat to grass for cattle and sheep range.

In Montana counties are not permitted by law to levy more than sixteen mills for general administration. Under this limitation Petroleum County raised only $12,028 for the fiscal year ending June 30, 1942, while expenditures from the general fund amounted to $22,882. The difference of more than $10,000 was made up largely by sales of tax-deeded lands and collection of delinquent taxes. However, the better county lands now have been sold and most of the delinquent taxes have been collected. Moreover, the county has found it necessary to issue warrants in recent years since it was unable to operate on a cash basis.

In the face of these conditions, the county commissioners concluded that the county should be put upon a cash basis and, if possible, all indebtedness, both registered warrants and bonds, liquidated. Since they could not increase levies, they were faced with two alternatives—raise assessed valuations or reduce costs. The first of these was extremely unpopular and would undoubtedly defeat its own ends through increased tax delinquency. The second raised the question of the most desirable means of reducing expenditures.

One method of reducing costs considered by the commissioners was consolidation of offices. In 1938 they had consolidated the superintendent of schools' and assessor's offices, and the sheriff with the public administrator and coroner. On February 4, 1942, they passed a resolution consolidating the offices of superintendent of schools, assessor, public administrator, and coroner into one office, and the offices of sheriff, clerk and recorder, and treasurer into another. These consolidations were to be effective January 1, 1943. This consolidation, however, did not secure centralized purchasing of supplies on a bid basis, simplified record keeping, nor the coördinated effort among officers possible under the manager plan. Since consolidation of the county with a neighboring county did not appear feasible, the commissioners turned to the manager plan as the most desirable solution.

Will the manager plan enable Petroleum County to operate on a cash basis? An analysis of the savings possible indicates that total general fund expenses may be reduced some $8,000 yearly and possibly more, which would bring administrative expenses down to less than $15,000 annually. Coupled with recent increases in taxable value resulting from higher farm prices and improved range and crop conditions, this will bring administrative costs approximately in balance with current receipts within the sixteen-mill maximum levy.

In addition to giving Petroleum an excellent opportunity to balance its books, adoption of the manager plan has far-reaching significance for better local government throughout the nation. Petroleum County is a strictly rural county. Its largest town, Winnett, the county seat, has but four hundred people. If the manager plan operates satisfactorily, it will demonstrate that the plan can operate effectively in small counties, contrary to the statement too often made that it is suited only to larger counties that can pay salaries adequate to get qualified managers.

Finally, the Petroleum County vote is an excellent example of the possibilities of attaining a form of government better adapted to the needs and resources of the Plains region. Many

northern Great Plains counties, faced with much the same problems Petroleum County has encountered, have considered the manager plan for some time but have lacked the courage to initiate it. Now that the first step has been taken in the Plains, additional counties in the region will undoubtedly consider the manager plan with renewed interest.

R. R. RENNE
Montana State College

Training School for County Civil Service Commissioners

A training school for county civil service commissioners and other interested county officials was held at Union College, Schenectady, New York, for four days beginning July 13. The teaching staff was provided by the New York State Civil Service Commission. Arrangements for the school were conducted by the County Officers' Association and the State Association of Towns.

Morning sessions were devoted to lectures on various aspects of personnel work; afternoons were spent in discussion in small groups.

Vote on Home Rule for Wayne County, Michigan, Assured

"Play ball," a phrase familiar to all Tiger fans in Detroit, was called on July 2 for the proposed Wayne County home rule amendment.[1] At that time 310,000 signatures on constitutional initiative petitions were filed with Harry F. Kelly, Michigan's Secretary of State. This was over 100,000 more than the 203,000 signatures required to place the constitutional amendment on the November ballot. The petitions were presented by Lent D. Upson and Henry Steffens, co-chairmen of the Citizens' Committee which conducted the successful drive for signatures.

Much of the credit for the determined campaign for signatures goes to the *Detroit Free Press* which, in a series of brilliant articles by Frank B. Woodford, kept the public well informed on the issues. Now, it's up to the voters of Michigan to decide this vital matter in November, to clear away the "constitutional barriers" which Howard P. Jones, secretary of the National Municipal League, analyzed so ably years ago.[2]

ARTHUR W. BROMAGE
University of Michigan

Wisconsin's First City-County Health Department Reports

Wisconsin's first consolidated city-county health department, created in May 1941 to attack public health problems in the community as a unit, has just completed its first year of operation. In its first report the Eau Claire department states that besides the financial savings resulting from elimination of a duplicate staff of workers, the community is finding that coöperation on urban and rural health problems is "almost automatically guaranteed" by the joint department.

When the Eau Claire City-County Health Department was created, the county health organization and the Eau Claire City Board of Health were abolished by joint action of the two units. To govern the department a non-political seven-man board was established with four members appointed by the mayor and three members by the county board chairman. Terms of office are staggered, and board members are not paid.

[1]See also "Home Rule for Wayne County?" by Arthur W. Bromage, NATIONAL MUNICIPAL REVIEW, July 1942.

[2]See "Constitutional Barriers to Improvement in County Government," NATIONAL MUNICIPAL REVIEW, Supplement, August 1932.

Taxation and Finance
Edited by Wade S. Smith

1941 Louisville Award to New York Official

Wartime expenditures add to city costs

THE 1941 Louisville Award of the Municipal Finance Officers Association, announced at the association's annual conference held in Buffalo late in June, went to Joseph M. Cunningham, first deputy comptroller of New York City. It was in recognition of his work in connection with the modernization of the city's accounting system, something long and badly needed in the nation's largest city and now being provided in accordance with the best principles of municipal accounting.

A silver medal went to Oliver A. Cottschalk, special assistant to the director of the fiscal division, Headquarters, Services of Supply, U. S. War Department, for reorganizing the War Department's Construction Division accounting and auditing sections. Honorable mention and certificates of merit were awarded to Robert L. Duffy, director of finance and budget, Hartford, Connecticut; Connell C. Ward, clerk-business manager of School District No. 24, Salem, Oregon; and William L. Waterhouse, of the San Francisco controller's office. In all, there were eighteen entries for the 1941 award.

The Louisville award was established at the 1940 annual conference of the association, by a gift of the City of Louisville, to be awarded annually to the public official rendering the most outstanding contribution of the year in the field of municipal finance and finance administration. The first award, that for 1940, was made last year, and went to City Auditor Will Gibson of Portland, Oregon.

Managers' Survey Shows Budgets Increase This Year

Two of every three cities in the country are spending more this year than last because of wartime budget increases for safety, health, and sanitation activities, increased salaries and wages of employees, and reserve funds for emergencies. This is shown by a survey of 185 cities in thirty-two states made by the International City Managers' Association.

Only a few cities have developed new sources of revenue to meet the increasing costs, though many officials feel present revenues from local property taxes, state grants, and other sources will decline to the point of bringing financial hardship.

Sixty-two per cent of the cities surveyed will spend more this year than in 1941, 30 per cent will spend less, and 8 per cent will spend about the same.

Main increases for forty cities are in the fire and police departments, while thirty-five others say expenditures of all departments will go up. The other cities report increases for garbage collection and disposal, health service, street maintenance, civilian defense, and water supply, in that order of frequency.

In more than a third of the cities increased expenditures are chiefly for higher salaries and wages, another one-third—most of them over 25,000 population—have had to expand activities to meet demands of additional population, and most of the remaining cities have been forced into increased spending because of higher cost of supplies.

Increases in population of from 11 to 20 per cent during the last year were reported by fifteen of the thirty-four cities over 25,000. Among them were

Dayton, Fort Worth, and Oakland, all reporting increased municipal expenditures.

While cities are forced to increase expenditures for some purposes, some of them are cutting down on other activities. Nearly half the municipalities with higher costs this year report such a move. Reductions are for relief and welfare expenditures — reported by twenty cities; street maintenance—twelve cities; building inspection—five cities; and parks and recreation—three cities. Capital outlays have largely been discontinued, and some cities report no new equipment is being purchased.

About two-thirds of the cities reporting increased expenditures added one or more activities or services in 1942. These include civilian defense, airport operation, off-street parking lots, bus systems, and recreation programs.

Of 103 cities raising their budgets this year, seventy-five reported they did not anticipate a reduction in municipal revenue from taxes, but seventy of them look for reductions in nontax revenues. The latter include reductions in state gas and motor vehicle license taxes, parking meter revenues, building permit fees, and business license revenues.

Most cities do not anticipate any new or increased sources of revenue except as the increase in population may boost revenue from water and electric utilities.

The four cities over 100,000 spending less this year than last are Dallas, Texas; Knoxville, Tennessee; Miami, Florida; and Yonkers, New York. Other cities reducing costs are Bakersfield and Pasadena, California; Fort Collins, Colorado; Coral Gables, Florida; Roanoke, Virginia; and Kenosha, Wisconsin.

Dallas is letting its police force dwindle by forty-five men replacing none of the officers entering the armed forces, is eliminating construction activities, and is saving $2,000 on street lighting because of the change to war-saving time. The city has set up a war reserve fund of $130,000 in anticipation of any emergency.

Street maintenance was mentioned as a budget reduction by twenty-seven of the fifty-five cities reducing their budgets; relief and welfare allocations are being cut in seven cities; and water and utility appropriations are down in five cities because of decreased population.

Reasons given for the reduction in total expenditures in most of the fifty-five cities, aside from loss of population, are: "curtailment in revenue," "inability to obtain materials," "not a defense area," and "to avoid increase in tax rate."

All of the cities whose 1942 expenditures are at the 1941 level are under 25,000 population.

Sources of Municipal Revenue for Civilian Defense

While many cities are continuing their earlier practice of appropriating from general or contingency funds to finance defense activities, some are making special tax levies, others are resorting to fund-gathering from the public.

San Francisco, which had appropriated $12,000 prior to Pearl Harbor for civilian defense and $657,294 more from various city funds by May 1, has budgeted nearly $1,500,000 for 1942-43 for the purpose, according to the Municipal Finance Officers Association. Included in this budget are $280,655 for the civilian defense council, $355,000 for the fire and police departments, $35,000 for health activities, $70,000 for the department of education, and $635,-

000 to meet interest and redemption charges on $4,250,000 in bonds issued this spring to finance auxiliary fire fighting and pumping station facilities. In addition $43,000 has been appropriated by ordinance to buy steel helmets and $22,000 for identification tags.

The San Francisco civilian defense budget is only slightly less than the amount New York City reported spending for 1941-42—$2,000,000 out of accruals appropriated to meet "immediate" expenditures.

Of the other western cities, Portland, Oregon, budgeting for civilian defense this year for the first time, earmarked $260,000—85 cents per capita—for the new municipal activity, plus $30,000 for auxiliary pumping equipment.

Seattle voters will ballot this fall on a special property tax levy for civilian defense purposes. The council's previous appropriation totaled $500,000—about $1.35 per person. Berkeley, California, plans to finance war-induced expenditures by raising its one-dollar tax limitation if the legislature approves.

Pasadena's civilian defense council is asking for approximately $30,000 for the next fiscal year, and the city manager has proposed an annual transfer of 6 per cent of municipal light, power, and water receipts for defense services.

Rochester, New York, estimates a $250,000 expenditure in 1942 for municipal defense services, financed from real property taxes.

In the midwest Dane County, Wisconsin, which includes the city of Madison, raised nearly half its $7,000 fund for civilian defense through contributions from local fraternal, civic, and other organizations, the remainder from cities, towns, and villages.

A complete picture of what local governments are spending and the items included under civilian defense is difficult to get, however, because certain defense-connected expenses like new fire hose may be budgeted as a department expense, and in some cases the accounting of defense funds is not broken down.

Property Tax Collections Improve in 1941

In 1941 current year-end property tax delinquency dropped to a level which "probably rivaled the best record of the 1920's." Median year-end current delinquency for cities of over 50,000 population was 6.8 per cent, as compared with 8.7 per cent in 1940 and 9.25 per cent in 1930. In 1933, the depression high, it had been 26.35 per cent. At the same time 1941 saw a repetition of total current and delinquent tax collections in excess of the current levy, the median total collection ratio for 100 cities standing at 101.7 per cent as compared with 100.7 per cent for 1940. These are among the facts disclosed in the tenth annual survey of tax delinquency by Dr. Frederick L. Bird.[1]

As Dr. Bird points out: "The probability is that 1941 marked a low in current delinquency and a high in total collections which the average city will not enjoy again for some time. A forecast of things to come may have been suggested in the recent annual report of a Bataan Province official which began, 'There is a little trouble in Bataan —which has caused some difficulty in the collection of taxes.' It will not be surprising, in view of high federal taxes, inclusion of considerable numbers of taxpayers in the nation's armed forces, and other emergency factors, if a little difficulty in the collection of taxes is encountered by American municipalities."

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[1] *Trend of Tax Delinquency, 1930-41, Cities of Over 50,000 Population*, by Frederick L. Bird. Municipal Service Dept., Dun & Bradstreet, Inc. New York, 1942.

Proportional Representation
Edited by George H. Hallett, Jr.
(This department is successor to the Proportional Representation Review)

A War for Ideals And a Peace That Embodies Them

Representation — A Weapon for Victory

THERE recently visited this country from Britain a man with great ability—one who is the voice of a great body of British public opinion. He is Julian Huxley. The gist of his message was simple—that to win the war it is as necessary to forge weapons of thought as it is to build planes and tanks. Moreover the weapons of thought should be genuine, not mere propaganda of the Goebbels variety to be forgotten as soon as it has served its purpose. We cannot afford to have our own war effort dishonest at its core.

In Britain men are thinking about the sort of world we should plan for when swords can again become plowshares; this is being done not as a "release" from the strain of war but for a much deeper reason. In Max Lerner's phrase, "ideas are weapons" and to plan the world that ought to be inspires men to be sure they have the chance to build such a world. Thus the war effort itself is buttressed.

That point of view is widely shared in this country by serious-minded people. One of the organizations set up by the Federal Council of Churches is the Committee on International Justice and Good Will. It was named by clear-sighted men, for justice is the only basis upon which good will can be built. The committee is only one of many such organizations, all moved by the same fine purpose.

But purpose is not enough. What about the means by which justice is to be secured and good will exercised? It is time to begin thinking about and discussing that side of the matter whenever after-the-war questions are to the fore. Machinery, mechanics, structure, and organization are inseparable from purpose. Painstaking care must be given to the ways through which we seek to express our purpose. The inexorable rule of the world of biology which Professor Huxley knows so well is that the form must fit the function. Unless we can be specific to some degree about the forms through which we seek to express our purpose, the purpose itself remains nebulous and without driving power and direction.

The War Within Nations

Yet as soon as we attempt to be specific we encounter a conflict which makes it clear that the war will not be over when "cease firing" sounds, that in fact there has been going on and still is going on a fierce war of ideals within every nation fighting. Henry Wallace's "people's war" speech was not accepted without demur within the United Nations, yet it will undoubtedly be hailed as a beacon of hope by multitudes under the Axis yoke, in Germany and Italy as well as elsewhere, if it can be gotten through to them as an authentic expression of United Nations policy.

As Brand Whitlock said in the last war, "There are a good many Americans who have not yet come over from Europe." We can express the same thought today by saying there are a great many people who physically live in totalitarian Europe but who spiritually are thoroughly democratic. Unfortunately there are still some Americans who live spiritually in the concept-

world of Hitler, not Stresemann, of Mussolini, not Garibaldi, of Laval, not Leon Blum. The more dominant and convincingly specific we can keep the ideals of equal opportunity and justice within the United Nations, the higher will be the spirit of our own fighters and the sooner the Axis will crack with the help of our spiritual kinsmen on the other side.

With this in mind it is clear that we cannot tolerate any backward steps in our own democracy while the war is going on. We cannot, for example, permit electoral justice to be taken away from minorities where it has been gained within this country. Yet we are aware that politicians-for-power, to be found in both parties, are proposing to do this in Yonkers, New York, and elsewhere.

Electoral Justice Needed

In planning ahead we must plan for more democracy, not less, and that must include equality of representation for all citizens. We must move as far away as possible from the rubber-stamp one-party elections of the Axis countries. We must realize that a system which gives all the representation to one party in each artificial area, even though others are permitted to run, is still too totalitarian for complacent satisfaction. We must have freedom from systems which invite pressure group domination behind the scenes, and definitely plan to give a voice for all at all levels of government so far as it is humanly possible. That is the spirit of the most democratic form of government ever devised, the New England town meeting.

Particularly is this true in the international field. The Parliament of Man must not exclude great groups within nations. Only if we have representation of the real democrats within all nations in our international bodies can we be sure to have people working together across political boundaries for a world built upon the Four Freedoms. Otherwise we run a grave risk that the new body, like the League of Nations, will fly apart and World War III loom ahead because the anti-democratic elements in certain nations monopolize representation. An official committee of the United States Senate once gave its considered opinion that the Civil War might have been avoided if the minority elements in the North and South had both been fairly represented in Congress.

Cooperation Not Coercion

The real democrat is tolerant and cooperative; anxious to know the other fellow's view. He has found that though you may have different views from another man you do not have to treat him as an antagonist; you can treat him as a collaborator in working out solutions satisfactory to you both. If you treat him so he tends to develop the same spirit.

Real democrats prefer unanimous decisions and accept those by majorities only when absolutely necessary. Even then they try to make the majority as large as possible and meet the views of as many recalcitrants as they can. The Rules of Order used by the New England town meeting are the expression of this spirit; and proportional representation for creating a representative body, which then uses those rules, comes as close as is humanly possible to carrying through that spirit when all concerned cannot meet.

There is, however, another group everywhere. In this country its members are not as extreme as Hitler and may even believe themselves to be democratic when they permit their political opponents to vote ineffectively for representatives. They are content with the appearance of a majority behind public action and do not hesitate to create that impression falsely, either

by manipulation of elections or by having elections so held as to divide and make ineffective their political opponents. They decry the representation of unpopular and independent minorities and demand a kind of "majority rule" which gives a big stick to the largest organized group.

Those of us who want a world in which conference and not conflict is to settle differences have two tasks and both call for all our powers and critical intelligence. The first is that the United Nations shall win the war so that thereafter the conference method can have an unimpeded opportunity. The second is that the conferences by which world policies are to be determined shall equitably represent the important points of view in each political unit of the world; such conferences must not be based upon the "I may get a spokesman but you may not" systems which underlay so much of the weakness of the League of Nations.

All systems for providing for such delegates divide into two groups: one that only haphazardly, or not at all, permits the representation of more than one point of view; the other that builds upon equitable representation as its foundation. The need for the latter is great within each nation; its need is imperative as a basis for the international bodies which are to see that we never use war again.

WALTER J. MILLARD

A P. R. Vacancy Recount

On August 10 Yonkers conducted the first P. R. recount to fill a vacancy ever held for public office in the United States. Such recounts have been held in Australia and have long been advocated by proportionalists as the logical method in this country, but Yonkers was the first American city to adopt it. Other P. R. cities fill vacancies by appointment by the remaining council members, which permits a majority to take over a place originally filled by a minority if it is unscrupulous enough to do so.

The Yonkers vacancy occurred through the enlistment of Councilman Al P. Richter in the Navy. Under a new state law this automatically created a temporary vacancy to be filled in the same way as a permanent vacancy. The Yonkers charter prescribes that a vacancy shall be filled by a re-examination of the ballots which elected the vacating member plus the "exhausted" ballots which did not elect anyone in the original election because all the choices on them were elected by others or defeated. The recount must be held according to the regular P. R. rules except that any choices for incumbent councilmen and for candidates who have become ineligible since the original election are ignored. Low candidates are dropped one at a time and their ballots transferred to next choices until only two candidates are left. The one of these who is preferred to the other by more voters is declared elected.

There was an interesting contest because Mr. Richter was a Democrat with considerable independent support, while the runner-up at the original election, who provided the bulk of the exhausted ballots, was a City Manager League Republican, Former Councilman Robert H. Goodwillie. Mr. Goodwillie, who was conceded an excellent chance of election, eliminated himself by sending his declination to the City Clerk.

As the original field of fourteen candidates was narrowed by successive eliminations, the main contest developed between Albert C. Bogert, Republican, and three Democrats who ran neck-and-neck behind him. When the second of these Democrats went out and his ballots were transferred, the remaining Democratic candidate,

Thomas B. Sheridan, passed Bogert by some 650 votes and was elected.

Mr. Sheridan is a contractor with a good reputation who is expected to be somewhat independent of organization control. The other four members of the council consist of two Democrats (one of whom was elected on the City Manager League ticket but promptly went over to the Democratic organization) and two City Manager League Republicans.

The count was completed without untoward incident in one long day of fourteen hours by a bipartisan force of twenty-four counters and two directors under the general supervision of City Clerk Frank J. Heafy and his regular assistants and the editor of this department, who was employed as consultant.

Don Sowers of Boulder

Don Conger Sowers, director of the Bureau of Business and Government Research at the University of Colorado and secretary-treasurer of the Colorado Municipal League, who died on July 19 at the age of fifty-nine, added to his many other helpful activities a constant interest in the cause of proportional representation. He was a guiding spirit in the three successful P. R. defense campaigns in his home city, Boulder, which has used P. R. longer than any other American city, and served on the Advisory Council of the Proportional Representation League from 1935 to the time of his death. For the last few years he has been the principal Colorado representative of both the P. R. League and the National Municipal League and has regularly supplied accounts of Boulder's biennial P. R. elections. Those who have worked with him and profited by his quiet practical wisdom know what a loss the good government ranks have sustained in his untimely death.

DANGERS OF METROPOLITAN DECENTRALIZATION

(Continued from Page 444)

must eventually be a program which will include the other features of a community plan.

To neglect further and for an indefinite period the attempt to find a comprehensive solution to this community problem, so apparent to everyone and having such detrimental possibilities for the future, must be construed as an exhibition, on the part of all of us, of selfishness and indifference to the future welfare of the community. Such indifference has not been characteristic of the people of this community in the past.

Metropolitan Cleveland is clearly at the cross-roads. Will her people tackle this community question in a big way and determine to take the road which will place and keep Cleveland in the front rank of American cities, or will they assume an attitude of indifference and let decay continue, thus missing the supreme opportunity of preparing for the after-the-war period of growth and prosperity?

Editor's Note.—Reprinted from *Greater Cleveland*, published by The Cleveland Citizens League.

Books in Review

Edited by ELSIE S. PARKER

Management Methods in City Government. A Survey of the Best Administrative Practices in Council-Manager Cities. By Orin F. Nolting. Chicago, International City Managers' Association, 1942. v, 60 pp. $1.50.

How does a good city manager save time? select a department head? keep direction and control of city government at his fingertips? assemble records and reports? establish a workable administrative code? train his subordinates? get the facts to make future planning possible? get along with the city council? get along with officials of other governmental units? handle John Q. Citizen?

These are the questions which the International City Managers' Association tried to have answered by circularizing twenty-one of the most experienced city managers in the business—they had a total of two hundred years of managerial experience, to be exact. From this experience the ICMA assembled some interesting generalizations drawn from the fifty-four-hour-week which each of the managerial experts puts in year after year.

The approach is informal and expository rather than statistical. Without naming names the book explains, for instance, that one manager prefers to answer every telephone call personally as a public relations device, that another manager never accepts speaking engagements during the sixty days preceding elections. Welding together the managers' accounts are the ICMA's own comments upon the best practice, drawn from the book's author, Orin F. Nolting, and from a battery of additional experts.

M. R.

Let's Try Thinking—A Handbook of Democratic Action. By Ivah Deering. Yellow Springs, Ohio, Antioch Press, 1942. 199 pp. $1.50 paper; $2.50 cloth.

This book tackles a job which in the nature of things can never be quite achieved—it tries to teach people a skill, a simple skill and yet one which must be applied under the most diverse conditions. Since it essays to teach an art it, like books on art and music, can only suggest and point to, it can only infer and imply. But it does everything of that nature that could be humanly asked and better than several books in the same field which are listed as suggested reading. Therefore it has a high value for those readers of this REVIEW whose special interest is adult civic education.

The book itself is a stimulus to the very thing it deals with for it is literally like a hedgehog—it has so many points which can be discussed.

Much of its background is the experience of Mrs. Deering as an active citizen in Cincinnati where civic activity is a large part of the behavior pattern of a great number of people. The result of that activity reflects itself in the high standard of the city's government.

But it must be pointed out that because the city council there is elected by proportional representation it is worth while to engage in opinion-making. One's thinking about community affairs is not frustrated there by election devices which make it almost a foregone conclusion that if you form an opinion contrary to the mass of your fellow citizens you will be voiceless in molding the city's policies. The constant interaction between civic skill and appropriate means by which

that skill is applied and made effective must be kept in mind by all who use this handbook.

WALTER J. MILLARD

Additional Books and Pamphlets

Budgeting

Making War Time Budgets. *Municipal Finance*, Number 1, Volume XV. Chicago, Municipal Finance Officers Association of the United States and Canada, 1942. 32 pp. 50 cents.

Building Control

New York City Building Control, 1800-1941. By John P. Comer. New York City, Columbia University Press, 1942. 289 pp. $3.25.

Constitutions

Report of the Commission on Revision of the New Jersey Constitution. Submitted to the Governor, the Legislature, and the People of New Jersey, May 1942. Trenton, MacCrellish & Quigley Co., 1942. 55 pp.

What's Happening to Our Constitution? By Robert E. Cushman. New York City, Public Affairs Committee, 1942. 46 pp. 10 cents.

Government

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MUSKEGON HEIGHTS PRAISES MANAGER PLAN

(Continued from Page 441)

to be recognized as one of Michigan's best managed cities and a tribute to the manager plan. Its residents are convinced they have honest, efficient government not obtainable under any other system.

The record of the superintendent appointed in 1933 has been such that he was secured for Muskegon, with a population of 50,000—three times that of Muskegon Heights—when there was a vacancy recently. To succeed him, the Heights Council named the city clerk who will hold the positions of superintendent and clerk. Competent superintendents backed with the full coöperation of the Council have meant success for Muskegon Heights.

The city celebrated its golden jubilee last year and is looking forward to the next half century with hope of even more advancement than the first fifty years held, largely because of efficient personnel working under a satisfactory system.